

LONDON COUNTY COUNCIL

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HOUSING  
OF THE  
WORKING CLASSES  
1855-1912.



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LONDON COUNTY COUNCIL.

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HOUSING OF THE  
WORKING CLASSES IN  
LONDON.

Notes on the action taken between the  
years 1855 and 1912 for the better  
housing of the working classes in  
London, with special reference to the  
action taken by the London County  
Council between the years 1889 and  
1912.

PREPARED, UNDER THE DIRECTION OF THE HOUSING OF THE  
WORKING CLASSES COMMITTEE OF THE COUNCIL,  
BY THE CLERK OF THE COUNCIL.

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# HOUSING OF THE WORKING CLASSES COMMITTEE, 1912-13.

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(Marquess of Northampton).

1889-90—EARL COMPTON, M.P.

1890-1—EARL COMPTON, M.P.

1891-2—EARL COMPTON, M.P.

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1897-8—ALFRED SMITH.

1898-9—W. WALLACE BRUCE.

1899-1900—Sir JOHN DICKSON-  
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1900-1—D. S. WATERLOW.

1901-2—D. S. WATERLOW.

1902-3—Sir WILLIAM J. COLLINS,  
M.D.

1903-4—EARL CARRINGTON  
(Marquess of Lincolnshire).

1904-5—W. WALLACE BRUCE.

1905-6—J. E. SEARS, M.P.

1906-7—W. WALLACE BRUCE.

1907-8—Sir WILLIAM LANCASTER.

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NESS, M.P.

1909-10—W. RAYMOND GREENE,  
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1910-11—Lt.-Col. A. G. BOSCAWEN,  
M.P.

1911-12—Sir ARTHUR GRIFFITH-  
BOSCAWEN, M.P., J. C.  
HILL and G. K. NAYLOR.

1912-13—G. K. NAYLOR and  
BERNARD HOLLAND,  
C.B.

\* During these years the Committee were known as the Public Health and Housing Committee.



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## PREFACE.

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In the latter part of the year 1900, the Council published a work entitled *The Housing Question in London*, which described in some detail the action taken by the legislature, the Metropolitan Board of Works and the Council with regard to the housing of the working-classes in London. Amongst other features the volume contained plans and full particulars of every scheme undertaken by the Board or by the Council up to that date. During the period which has since elapsed, the Council has continued to deal with the various phases of the problem and especially to develop estates under the powers conferred by Part III. of the Housing of the Working Classes Act, 1890. It was felt that a complete and concise account of the attempts made to deal with the housing problem from 1855, the date when the Metropolitan Board of Works was constituted, until the present year would be of interest to the general reader and the student of municipal affairs, and of use and assistance to municipal authorities, at home and abroad. Accordingly, on 16th May, 1911, the Council authorised the preparation of the present volume.

The accounts of schemes, etc., already described in *The Housing Question in London*, are given in a summarised form, but full references to that work are provided. The architectural descriptions of the buildings have been supplied by the Council's Architect, Mr. W. E. Riley, F.R.I.B.A. I have to acknowledge assistance afforded by Mr. J. C. Spensley, lately the Assistant Statistical Officer, in the chapters on workmen's trains and the present aspects of the housing question, and by Mr. S. G. Burgess, the Housing Manager, in the chapter on the management of the Council's dwellings.

Except where the contrary is expressly stated, it may be assumed that all the dwellings provided on behalf of the Council were designed by, and erected under the supervision of, either Mr. Riley or, before 31st March, 1899, Mr. Thomas Blashill, F.R.I.B.A., his predecessor in the position of Architect to the Council.

LAURENCE GOMME,  
*Clerk of the Council.*

County Hall, S.W.,

*January, 1913.*

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# HOUSING OF THE WORKING CLASSES IN LONDON.

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## CHAPTER I.

### ACTION TAKEN BY PARLIAMENT.

Although the overcrowding, filth and insanitary condition of many districts in what is now the county of London must have been fully known not only to philanthropic societies and workers but to Parliament itself, no effective steps were taken by the legislature before 1851 to deal with these evils. In that year the late Earl of Shaftesbury (then Lord Ashley) called special attention to the disgraceful state of affairs then existing, not only in London, but in the great majority of large towns throughout the kingdom.\* Owing to his endeavours, two Acts were passed, commonly known as Lord Shaftesbury's Acts, viz.—the Common Lodging Houses Act, 1851, and the Labouring Classes Lodging Houses Act, 1851.

#### *Common Lodging Houses Acts.*

The Common Lodging Houses Act, 1851, aimed at the improvement of the accommodation provided in common lodging houses. The Commissioner of Police of the Metropolis was made responsible for the administration of the provisions of the Act in London, and he was required to keep a register of all common lodging houses within his jurisdiction. The Act further provided that regulations should be made, subject to confirmation by the Secretary of State, for the proper conduct of these houses, and for the separation of the sexes. It also made provision for the houses to be inspected and to be kept in a clean and sanitary condition.

This Act was amended by the Common Lodging Houses Act, 1853, which safeguarded against the registration of improper persons as keepers of common lodging houses, and required the keepers to furnish to the supervising authority information respecting persons frequenting their houses. Further provisions were made as to water supply and other sanitary arrangements.

The responsibility for administering the Acts was transferred from the Commissioner of Police to the Council by the Local Government Board's Provisional Orders (No. 12) Confirmation Act, 1894.

#### *Labouring Classes Lodging Houses Acts.*

The second of Lord Shaftesbury's Acts, viz., the Labouring Classes Lodging Houses Act, 1851, aimed at the erection of more houses for working men by facilitating the establishment in populous districts of well-ordered lodging houses. This Act was an "Adoptive Act," and, as such, required a special resolution before it could be put into force by a local authority. The responsible authorities in London were originally the vestries, who had to

\* The condition of affairs at about this time was strikingly illustrated by the Earl of Shaftesbury, in his evidence in 1884 before the Royal Commission on the Housing of the Working Classes. Extracts from this evidence are given in Appendix XV.

appoint commissioners for carrying the Act into effect in each parish concerned. After the passing of the Metropolis Management Act, 1855, the powers passed to the vestries and district boards included in Schedule A of that Act.

The Labouring Classes Dwelling Houses Acts, 1866 and 1867, amended the Act of 1851 with regard to its financial provisions.

*Nuisances Removal and Sanitary Acts.*

In the meantime, the Nuisances Removal Act, 1855, had been passed, giving to the vestries and district boards power to take steps to abate over-crowding in houses occupied by more than one family. Fuller powers were given by the Sanitary Act, 1866, which enabled the Secretary of State, on the application of sanitary authorities, to declare the enactment in force in any district, and to authorise the making of regulations for dealing with houses let in lodgings, including the fixing of the number of persons occupying such houses, registration, inspection, cleansing, etc.

*Torrens' Acts.*

In 1866, Mr. W. T. M. Torrens, Mr. Locke and Mr. Kinnaid introduced a Bill to provide better dwellings for artisans and labourers. On the suggestion of Mr. Gladstone, then Chancellor of the Exchequer, the Bill was referred to a Select Committee, and the result of their enquiries led in 1868 to the passing of the Artizans and Labourers Dwellings Act, the first of the series of Acts known as Torrens' Acts. The Act applied to individual houses and fixed upon the owner the responsibility for maintaining his houses in proper condition. The vestries and district boards were made responsible for the administration of the Act in London. Medical officers of health were required to report to the authorities by whom they were appointed whenever they found that any premises in their respective districts were unfit for habitation. The Act prescribed the steps to be taken to obtain the execution of the necessary works by the owner of the premises, or, failing that, by the authority itself. In the event of neglect on the part of the authority, the Secretary of State was empowered to intervene. Provision was also made for the entire demolition of insanitary property and the payment of compensation in connection therewith, but limited the expenses to be incurred under the Act in any one year to the produce of a rate of 2d. in the £.

In 1879, the second Act of the Torrens' series (the Artizans and Labourers Dwellings Act (1868) Amendment Act), was passed, with the expressed object of making provision for compensation and re-building under the principal Act. An owner of condemned property could require the authority to purchase it, but the Act stipulated that any property so acquired must be held on trust for the improvement of houses occupied by the labouring class in the district, and further empowered the Secretary of State to intervene in any case of neglect in this respect. The Metropolitan Board of Works was authorised to act in default of any vestry or district board neglecting its duty under the Acts.



*Cross' Acts.*

Prior to the passing of the last-mentioned Act, the Artizans and Labourers Dwellings Improvement Act, 1875, was passed. This was the first of the series known as Cross' Acts, and so called after Sir Richard Assheton Cross (subsequently Viscount Cross), who was principally instrumental in securing their adoption. The distinction between Torrens' Acts and Cross' Acts lay in the fact that the former had reference to separate houses, while the latter dealt with whole areas which were so insanitary as to be fit only for demolition and re-construction. The authorities responsible for the working of the two series of Acts differed, and in London the duties under Cross' Acts were imposed upon the Metropolitan Board of Works and (for the City of London) the City Commissioners of Sewers. The initial procedure under the Act lay with the medical officer of health of each district, who was required, whenever he saw cause, or upon the request of two justices of the peace acting within the area for which he was medical officer, or of twelve London ratepayers, to make official representation stating the facts with regard to any area in his district, and whether, in his opinion, such area was, or was not, an unhealthy area for the purposes of the Act. Upon the receipt of this representation the Metropolitan Board of Works was required to consider the matter, and, if satisfied that the area represented was unhealthy, and that their resources were sufficient, to pass a resolution to the effect that the area was unhealthy, and that an improvement scheme ought to be made. The Board had then to draw up a scheme for dealing with the area by the provision of accommodation in suitable dwellings for at least as many persons of the working classes as had been displaced, such dwellings, in the absence of special reasons to the contrary, to be situated in the limits of the area or in its vicinity. The Act defined the steps to be taken in connection with an enquiry into the scheme by the Secretary of State, and for the issue by him of a provisional order, to be confirmed by Act of Parliament. The Board was not entitled to undertake the actual work of re-building the houses, without the express approval of the Secretary of State, and, in cases where this approval was given, the premises were to be disposed of within ten years of completion, unless the Secretary of State determined otherwise. The Board was, however, empowered to impose conditions and restrictions as to the elevations and other matters connected with the erection of the houses. Other sections of the Act dealt with compensation payable in respect of the compulsory acquisition of property, and arbitration in cases in which the amount of compensation could not be agreed.

A few years' experience of the working of the Act showed that the mode of procedure was dilatory and costly to the ratepayers. The Board, thereupon, made representations to the Government,\* and in 1879 an amending Act (the Artizans and Labourers Dwellings Improvement Act, 1879), was passed, which lessened, though

\* See p. 22.



it did not remove, the defects of which the Board complained. Section 4 of this Act modified the previous requirement as to the housing of persons displaced, and gave the confirming authority permission at its discretion to allow of their being provided for elsewhere than within the area or the immediate vicinity thereof.

*Select Committee, 1881-2.*

The conviction was, however, steadily growing that but little had been actually effected under the two series of Acts, and in 1881 a Select Committee of the House of Commons was appointed to consider the matter. The Select Committee issued an interim report in the same year containing conclusions relating principally to the means which should be adopted for facilitating sales for the purposes of re-housing and for lessening the expense of carrying out schemes. It was suggested that the basement and ground floor of any building erected in connection with a re-housing scheme might be let as shops or workshops. It was also stated that, in considering the question of accommodation to be provided, the confirming authority would be justified in giving a liberal interpretation to the power authorising the provision of dwellings elsewhere than within any particular area, or its immediate vicinity, and might take into account, as in part fulfilment of the obligation to provide equally convenient accommodation, any suitable facilities of transport to a reasonable distance at reasonable prices.

A further suggestion was made to the effect that immediate attention should be given by the vestries and district boards to any insanitary area too small to be included in any scheme.

The final report of the Select Committee was issued in the following year, and contained a recommendation that an amending Bill should at once be introduced for the purpose of relaxing existing Acts in respect of the number of persons to be accommodated. Further recommendations were made as to compensation and as to the necessity for amending Torrens' Acts.

*Artizans Dwellings Act, 1882.*

As the result of these reports the Artizans Dwellings Act, 1882, was passed. This Act was divided into two parts, the first consolidating and amending Cross' Acts, and the second Torrens' Acts. The Secretary of State was authorised to dispense with the provision of accommodation for not more than one-half of the persons of the working-class displaced by any scheme under Cross' Acts. Any representation relating to not more than ten houses was required to be dealt with under Torrens' Acts. The acquisition of buildings which obstructed ventilation or otherwise rendered other buildings unhealthy was authorised. A further provision empowered the Metropolitan Board of Works to act in default of any authority neglecting its duty under Torrens' Acts.

*Royal Commission, 1884-5.*

Before long it was felt that even further steps must be taken to mitigate the evils caused by overcrowding and insanitary dwellings. On 4th March, 1884, a Royal Commission was appointed to enquire into the whole matter. The late Sir Charles Dilke was chairman, and among the Commissioners were H.R.H. The Prince of Wales, afterwards King Edward VII., Cardinal Manning, The Marquess of Salisbury, Earl Carrington (now the Marquess of Lincolnshire), the Rt. Hon. G. J. Goschen, Sir Richard (afterwards Viscount) Cross, and Mr. W. T. M. Torrens. The Commissioners went exhaustively into every aspect of the question, particularly into the terrible evils of overcrowding, and their first report dealing with London and the country at large was issued in 1885. The Commissioners attached great blame for the condition of affairs to the authorities for their failure to take advantage of the existing laws, and recommended more stringent action.

They also made recommendations for the amendment of existing legislation, and considered the question of the provision of travelling facilities under the Cheap Trains Act, 1883. One suggestion, closely affecting the Metropolitan Board of Works, was to the effect that the sites of Millbank, Coldbath Fields, and Pentonville Prisons should be utilised for the purpose of erecting dwellings. Part of the site of Millbank Prison has since been devoted to this purpose,\* but the site of Coldbath Fields Prison is now occupied by the Post Office, and Pentonville Prison still stands.

*Housing of the Working Classes Acts, 1885 and 1890.*

The report of the Royal Commission was followed by the Housing of the Working Classes Act, 1885, amending previous Acts dealing with this subject. Among other provisions it substituted the Metropolitan Board of Works for the vestries and district boards, as authorities under the Labouring Classes Lodging Houses Acts, and authorised the sale, at a fair market price, of any portions of the sites of the three prisons in the event of their removal.

When the Council came into existence in 1889, the question of housing the poor was at once taken up. It was apparent that the consolidation of the various Acts was necessary, and the Council attended by deputation before the Secretary of State to urge this.

Shortly afterwards the Government introduced and passed the Housing of the Working Classes Act, 1890. The Act consists of seven parts, but two of these (Parts V. and VI.) relate to the application of the Act to Scotland and Ireland respectively.

Parts I. and II. are consolidations, with amendments, of Cross' Acts and Torrens' Acts respectively.

Part III. consolidates and amends the Labouring Classes Lodging Houses Acts, and provides for the erection of dwellings other than under the provisions of other parts of the Act. So far as London is concerned, the authorities responsible for putting it into force are

\* See pp. 66-70.



the Council, the City Commissioners of Sewers (since 1897 the City of London Corporation), and the vestries and district boards (since 1900 the metropolitan borough councils).

Part IV. contains supplemental and financial provisions.

Part VII. relates to the repeal of preceding Acts and contains temporary provisions.

The Act forms the basis of the Council's powers in the matter of housing persons of the working classes, and it is dealt with in more detail in the chapter containing this information.\*

*Public Health (London) Act, 1891.*

Many of the recommendations of the Royal Commission of 1884-5, not included in the Housing Act of 1890, were embodied in the Public Health (London) Act, 1891. This Act imposes upon every sanitary authority in London the duty of causing inspections to be made of their districts with a view to ascertain what nuisances, including overcrowding, exist. The authorities have also to abate such nuisances and to secure the proper sanitary condition of all premises in their districts. The Council is authorised to act in default of a sanitary authority. The sanitary authorities have also to make and enforce by-laws (i.) for fixing the number of persons who may occupy a house, except a common lodging house, let in lodgings; and (ii.) for the registration, inspection, draining, cleansing and ventilating of such a house.

*Housing of the Working Classes Acts, 1894 and 1900.*

Subsequently two further Acts were passed, one (the Housing of the Working Classes Act, 1894) amending the financial provisions of Part II. of the Act of 1890, and the other (the Housing of the Working Classes Act, 1900), empowering authorities (other than rural district councils) under Part III. of the Act of 1890, to acquire land for housing purposes outside the area over which they have jurisdiction, and permitting metropolitan borough councils, if they so desire, to become authorities under Part III. of the principal Act.

*Joint Select Committee, 1902.*

In 1902 attention was drawn to the fact that several railway companies, by acquiring property without first obtaining parliamentary powers to enable them to do so, or by acquiring land through secret agents, had attempted to evade their responsibilities for providing accommodation for persons of the labouring class displaced in connection with various schemes. A Joint Select Committee of the House of Lords and the House of Commons was appointed "to consider the Standing Orders relating to houses occupied by persons of the labouring class and the clauses usually inserted in Private and Local Bills and Provisional Order Confirmation Bills in pursuance thereof; and to report whether any amendments should be made in such Standing Orders and Clauses, and especially

\*See pp. 17-20.



whether any and what provision should be made for better securing the re-housing of all persons of the labouring class who may be displaced in connection with the undertakings to which the Bills relate, whether displaced under the powers given by the Bills or otherwise.”

The Select Committee submitted two model clauses and three corresponding standing orders dealing with London and all places outside London respectively, and suggested that, when finally settled, the clauses should be embodied in a public General Act.

They also stated that they had come to the conclusion that in London it was desirable that every case in which houses of the labouring class were to be taken should be notified to the central authority (the Home Secretary), while, outside London, it was sufficient that the attention of the central authority (Local Government Board) should be called to cases in which thirty persons belonging to the labouring class were displaced.

The Select Committee laid particular stress on their recommendation that any new houses should be suitable for persons of the labouring class, and not too ambitious in character and design.

*Housing of the Working Classes Act, 1903.*

Following the report of the Select Committee, the Housing of the Working Classes Act, 1903, was passed, providing that in cases in which any land was acquired, whether compulsorily or by agreement, under the powers given by any local Act or Provisional Order, or Order having the effect of an Act, by any authority, company or person, or where such land was acquired compulsorily under any general Act, other than the Housing Acts, the requirements with respect to the provision of dwelling accommodation for persons of the working class set out in the schedule to the Act, should apply. The schedule prohibits any authority or person acquiring dwellings in London or elsewhere occupied by thirty or more persons belonging to the working class from entering on any such dwellings until the Local Government Board has either approved a housing scheme or decided that a scheme is not necessary. Any scheme must afford accommodation for such number of persons, not exceeding the aggregate number of persons of the working class displaced, as the Board may require. In calculating the number of persons to be accommodated, the Board is required to take into consideration not only the number of persons occupying the working men's dwellings which the promoters of any scheme have power to acquire, but also the number of persons of the working class who, in the opinion of the Board, have been displaced within the previous five years owing to the acquisition of land by the promoters.

The scheme must also provide that for a period of twenty-five years any lands acquired under the scheme shall be appropriated for the purpose of dwellings for persons of the working class, except so far as the Board dispenses with that appropriation. The Board may also require a certain standard of dwelling house to be erected,

or fix conditions as to the mode in which the houses are to be erected.

The Board may also make it a condition of approval that the new dwellings or some part of them shall be completed and fit for occupation before possession is taken of the dwellings acquired under the enabling Act.

Other sections enable the Board to carry out its duties under the Act and to enforce its decisions.

The Act makes provision for the transfer, by means of an Order in Council, of the powers and duties of the Secretary of State under the Housing Acts to the Local Government Board. In pursuance of this provision an Order in Council was made on 27th February, 1905, transferring to the Board all the powers of the Secretary of State under such Acts.

The Act also sanctions the extension of the maximum period for the borrowing of money from sixty to eighty years.

Further provisions are included for the enforcement of schemes upon local authorities who have failed in their duty, for the amendment of the procedure in confirming improvement schemes, for the modification of schemes in certain cases, and for the closing and demolition of houses not capable of being made fit for human occupation.

Under this Act also there is power to provide and maintain any building adapted for use as a shop, any recreation ground, or other buildings or land which, in the opinion of the Local Government Board, will be beneficial to the persons for whom the dwelling accommodation is provided.

Special provisions affecting London were inserted, including powers for the metropolitan borough councils to pay, or to contribute towards the payment of, any expenses which the Council may incur in the exercise of the powers of a borough council, or on the representation of a borough council in connection with schemes under Part II. of the Act of 1890.

*Housing, Town Planning, etc., Act, 1909.*

Notwithstanding this legislation the housing problem continued to be frequently before Parliament by means of questions and private bills, which did not, however, become law. In 1907, the King's speech foreshadowed further legislation on the subject, but nothing was done during that year.

In the following year, however, the Housing, Town Planning, etc., Bill was introduced, the aims of which were described by the President of the Local Government Board (the Right. Hon. John Burns) as follows: "The object of the Bill is to provide a domestic condition for the people in which their physical health, their morals, their character and their whole social condition can be improved by what we hope to secure in this Bill. The Bill aims in broad outline at, and hopes to secure, the home healthy, the house beautiful, the town pleasant, the city dignified,



and the suburb salubrious. It seeks, and hopes to secure, more homes, better houses, prettier streets, so that the character of a great people, in towns and cities and in villages, can be still further improved and strengthened by the conditions under which they live. . . . On its housing side, the Bill seeks to abolish, reconstruct and prevent the slum. It asks—at least I do for it—the House of Commons to do something to efface the ghettos of meanness and the Alsacias of squalor that can be found in many parts of the United Kingdom. It hopes to take effective steps to put down many of the unpleasant features of our purely industrial towns. It hopes to render model dwellings similar to those that are so prevalent in Germany less frequent in the future than now. . . . The Bill seeks to diminish what have been called by-law streets with little law and much monotony. It hopes to get rid of the regulation roads that are so regular that they lack that line of beauty which Hogarth said was in a curve. It seeks to improve the health of the people by raising the character of the house and the home and by extended inspection, supervision, direction, and guidance of central control to help local authorities to do more than they now do.”

In support of his contention for the need of the Bill, Mr. Burns quoted some interesting figures. He stated that the British people were becoming more and more a town people, and pointed out that whereas sixty years ago 75 per cent. of the population lived in rural areas and 25 per cent. in urban areas, these proportions had now been reversed. The rush of population attracted by higher wages and urban prosperity had been so rapid that it had been impossible for either individuals or local authorities to anticipate the demand and wholly to meet it. The Bill passed through all its stages up to and including the Committee stage, but was then withdrawn.

In the next year it was again introduced and passed as the Housing, Town Planning, etc., Act, 1909.

The Act comprises four parts. Part I. deals with the Housing of the Working Classes, including facilities for the acquisition of land and other purposes of the Housing Acts; powers of enforcing the execution of the Housing Acts; amendment of procedure for closing orders and demolition orders; amendments with respect to improvement and reconstruction schemes; and financial and general amendments. Part II. is devoted to Town Planning. Part III. deals with the appointment of county medical officers, and county Public Health and Housing Committees, and the formation and extension of Building Societies. Part IV. contains supplemental provisions with regard to commons and open spaces, land in the neighbourhood of Royal palaces or parks; repeal of previous enactments, etc.

Fuller particulars of the Council's powers under this Act, so far as they affect the work of housing the working class, will be found in a subsequent chapter.\*

\* See p. 21.

*Private Member's Bills, 1911-12.*

In 1911 a private member's Bill was introduced by Sir Arthur Griffith-Boscawen to provide for the better application and enforcement of the Housing of the Working Classes Acts, but it did not proceed far.

In the session of 1912 it was again introduced. The Bill as drafted sought to authorise the appointment, under the Local Government Board, of three Housing Commissioners who, in addition to general powers of enquiry and advice on housing matters, would have the power, a medical officer of health being in default, to make official representations under the Act of 1890 as to insanitary areas. Clause 3 would enable the Local Government Board, instead of applying for a writ of *mandamus* against a local authority, where that is the appropriate course, to apply for an order of the Court authorising the Board to carry out the duties of the local authority, any expenses incurred by the Board being a debt due to the Crown from the local authority. Clause 4 would enable local authorities proposing to acquire any area exceeding ten acres for the purposes of Part III. of the Act of 1890 to acquire, subject to the Board's consent, more land than is necessary if they consider that thereby they can exercise their powers more economically and suitably. Clause 5 would enable local authorities, with the consent of the Board, to acquire by agreement, for the purposes of Parts I. and II. of the Act of 1890, land not immediately required for those purposes. Clause 7 would relax the re-housing obligations under the Housing Acts by authorising the provision of rehousing accommodation in districts to which there are facilities for travelling cheaply instead of in the districts in which the persons were displaced. Clause 12 would provide for an annual Treasury grant of £500,000 for contributions, not exceeding half the cost, towards the cost of schemes under Parts I. and II. of the Act of 1890 approved by the Board and towards the cost of schemes under Part III. in which a deficiency might be expected. Clause 15 sought to raise the proportion of the value of a property which might be advanced under the Small Dwellings Acquisition Act, 1899.

At the instance of the Government the Standing Committee of the House of Commons to which the Bill was referred struck out the provisions as to Housing Commissioners, and several clauses, including Clauses 3, 12 and 15 of those mentioned above, and altered many of the remaining clauses. Notwithstanding these alterations the Bill at the time of going to press has not become law.

A Bill with regard to underground factories and workshops has passed the House of Lords and has been introduced into the House of Commons. The Bill seeks to require that no room, unless certified by a district council (in London the Corporation of the City of London and the metropolitan borough councils) to be suitable for the purpose in accordance with regulations made by the Home Office, shall be used for certain occupations, etc., specified in the Bill, if half, or more, of the height of the room is below the level of the ground. The Home Secretary would have power to act in case of default by a district council.



## CHAPTER II.

## STATUTORY POWERS OF THE COUNCIL.

The principal Act dealing with the housing of the working classes is the Act of 1890 as amended in several important particulars by the Acts of 1900, 1903 and 1909 (Part I.). The main provisions of the Act of 1890 are contained in Parts I., II., III. and IV., and for the sake of clearness they are here briefly summarised as amended and amplified by the Acts of 1900 to 1909.

Part I. places upon the Council the duty of preparing and carrying into effect, after sanction by the Local Government Board\*, schemes for the re-arrangement and reconstruction of the streets and houses within unhealthy areas, which are of such size and character as to be of general importance to the whole county of London. Proceedings are initiated by an official representation made to the Council by a medical officer of health, either of a metropolitan borough or of the county. The attention of a medical officer may be drawn to the existence of an unhealthy area by two justices of the peace, or by twelve ratepayers, and it is then his duty to inspect such area and report whether in his opinion the area is insanitary. When a medical officer fails to inspect an area, or reports that it is not unhealthy, an appeal may be made, on certain conditions, to the Board, which is then required to appoint a medical practitioner to inspect the area and to report thereon. If he states that the area is unhealthy, the matter must be dealt with as though an official representation had been made by the medical officer. When it is stated that the Council has failed in its duty as regards an alleged unhealthy area, an appeal may be made to the Local Government Board, and the Board has the power, if it think fit, to require the Council to carry out an improvement scheme within a fixed time.

The Council may make a scheme for the improvement of an insanitary area if in its opinion this is the *most satisfactory* method of dealing with the evils existing in the area. (The Act of 1890 restricted operations under Part I. to cases in which the evils *could not be effectually remedied otherwise* than by a scheme for the clearance and re-arrangement of the area.) The scheme must provide for the demolition of the old houses and the provision in suitable dwellings of accommodation for the persons of the working class displaced. The dwellings, unless there are special reasons to the contrary, must be provided on the area or in its vicinity. In special circumstances the Local Government Board may dispense with the whole or a part of the rehousing obligation. The scheme may also provide for the widening or the closing of existing thoroughfares, and for the construction of new roads. It need not be confined to the exact limits of the unhealthy area,

\* Before 1905 schemes in London under Parts I. and II. were dealt with by the Home Secretary.

but may include lands which the Council considers necessary for the efficiency of the scheme, or for providing accommodation for the people displaced. The Council may itself carry the scheme into effect, or may arrange for its execution by, or in conjunction with, the freeholder of the property. It may also purchase the property and sell or let any part of the area on condition that the purchasers or lessees carry out the scheme, or may engage with any person or society to execute the whole or any part thereof. The express approval of the Local Government Board is required before the Council may itself undertake the rebuilding of the houses.

Part II. of the Act of 1890 provides in two ways for the improvement of working class dwellings. In the first place, the Council and the metropolitan borough councils are empowered either jointly or separately to undertake schemes for the clearance and rearrangement of unhealthy areas which are too small to be of general importance to the whole county. The procedure is similar to that under Part I. of the Act, but it is not essential that rehousing accommodation for the persons displaced should be provided, although the Local Government Board may require the provision of such accommodation as may seem to the Board to be necessary.

Secondly, it is the duty of each metropolitan borough council to cause inspection of its district to be made from time to time in order to ascertain whether any dwelling house is in a state so dangerous or injurious to health as to be unfit for human habitation. Upon the existence of any such insanitary dwelling being reported by the medical officer of health, the borough council may issue an order for the closing of the premises, and after the closing order has been operative for three months the borough council is required to consider the question of the demolition of the premises with a view to the making of a demolition order. In these cases the property is not purchased by the borough council, and the cost of the necessary works of demolition or repair is borne by the owner, who has a right of appeal to the Board against the borough council's decisions. Metropolitan borough councils may also purchase and demolish obstructive buildings, *i.e.*, buildings which by reason of their position stop ventilation to, or prevent measures being taken to remedy nuisance in respect of, other buildings. The metropolitan borough councils are required to forward to the Council copies of all closing orders, and representations as to houses unfit for habitation and obstructive buildings, and to report to the Council from time to time such particulars as the Council may require respecting any proceedings taken in such matters. The Council has power to act in default of a metropolitan borough council as regards the closing and demolition of any unhealthy or obstructive buildings, and to recover from the borough council the expenditure incurred.

The power of borough councils themselves to make closing and demolition orders was introduced only by the Act of 1909 and is very far-reaching. Before 1909 proceedings had to be taken in a



court of summary jurisdiction, and the great difficulty experienced in inducing magistrates to order the closing of dwellings alleged to be insanitary undoubtedly had the effect of lessening the activity of the borough councils in this direction.

The Act of 1890 provided that provisional orders relating to (i.) all Part I. schemes and (ii.) those Part II. schemes in which the whole area was not purchased by agreement or to which any owner objected should not be operative until confirmed by Parliament. The Act of 1903 extended the provisions relating to Part II. schemes to Part I. schemes. By the Act of 1909, provisional orders under Parts I. and II. now take effect without confirmation by Parliament.

Compensation in respect of lands, etc., taken compulsorily under Parts I. or II., is based upon the fair market value, no additional allowance for compulsory purchase being made in respect of the insanitary property. This proviso does not apply in the case of property which is not in itself insanitary, but which is taken for the purpose of making a complete scheme. In fixing the amount of compensation deductions may be made on account of (i.) an enhanced value by reason of the premises being overcrowded or used for illegal purposes, (ii.) the bad state of repair in which the premises are found, and (iii.) the property not being reasonably capable of being made fit for habitation. In cases of compulsory purchase terms of settlement are decided, failing agreement, by an arbitrator appointed by the Local Government Board.

Part III. of the Act of 1890, empowers the Council and the metropolitan borough councils to provide dwellings for the working classes whenever they think fit to do so. Land and buildings, either inside or outside the county, may be purchased for the purpose, either compulsorily or by agreement.

Formerly for the compulsory acquisition of property under Part III. a provisional order, confirmed by Parliament, was necessary. Now, under the Act of 1909, the local authority may submit to the Local Government Board an order for compulsory purchase. The Board may confirm this order which must incorporate the Lands Clauses Acts, but compensation in disputed cases is determined by a single arbitrator and no additional allowance is made on account of compulsory purchase. In the case of objection to an order being confirmed, the Board must hold an inquiry. In London such inquiry is to be held by an impartial person not in the employment of a Government department, and if he reports that the land is unsuitable for the purposes for which it is sought to be acquired, or that it cannot be acquired without undue detriment to the persons interested or the owners of adjoining land, or that it ought not to be acquired except subject to conditions specified in his report, then if the Board confirms the order, otherwise than subject to such modifications as are required to give effect to the specified conditions, the order is provisional and requires confirmation by Parliament. Except in the circumstances last mentioned, the confirmation of the order by the Board is final, and no parliamentary confirmation is required. In assessing compensation, an arbitrator



must act on his own knowledge and experience as far as practicable, and must hear any authorities or parties authorised to appear and must hear witnesses, but, except as directed by the Board, he may not hear counsel or expert witnesses.

The Council may, under Part III. of the Act—

(a) lease land for the erection thereon of workmen's dwellings ;

(b) itself undertake the erection of dwellings or the improvement or reconstruction of existing dwellings ;

(c) fit up, furnish and maintain lodging houses for the working classes ;

(d) make any necessary by-laws and regulations for the management and use of the lodging houses ;

(e) sell dwellings or lodging houses established for seven years or upwards under Part III. of the Act whenever such dwellings or lodging houses are deemed by the Council and the Local Government Board to be unnecessary or too expensive to keep up.

Upon complaint being made to the Board that a local authority has failed to exercise its powers under Part III., the Board may, after holding a public inquiry, declare the authority to be in default and may order such things to be done as may in the opinion of the Board be necessary for the purpose of remedying the default. Before deciding that a local authority has failed to exercise its powers, the Board must consider the necessity for further working-class accommodation in the district, the probability that the required accommodation will not be otherwise provided and whether it is prudent from a financial point of view for the local authority to undertake the erection of the dwellings.

Part IV. of the Act of 1890 contains several supplemental provisions of which the chief are—

(a) Any person voting as a member of a local authority on any question under Part I. or Part II. of the Act if it relates to any property in which he is beneficially interested is liable to a penalty of £50.

(b) Where a building is purchased under Part I. or Part II. of the Act and is not closed by a closing order, a reasonable allowance to cover expenses in removing may be made to the tenant when the tenancy is for less than a year.

The Act of 1903, in addition to amending the principal Act in certain particulars, deals with the rehousing obligations of promoters of private Bills, and provides that where dwellings occupied by thirty or more persons of the working classes are acquired under statutory powers other than the Housing Acts (*e.g.*, in connection with the carrying out of public improvements, the construction of railways, etc.) the dwellings shall not be entered on until the Local Government Board has either approved a housing scheme or decided that such a scheme is not necessary. In fixing the number of persons to be rehoused, consideration

must be given to the number of persons of the working classes displaced within the previous five years in view of the acquisition of the property for the purposes of the scheme.

The Housing, Town Planning, etc., Act, 1909, in addition to amending preceding Acts in certain particulars, provides that in the case of a house in the county of London let at a rent not exceeding £40 a year, the house at the commencement of the tenancy shall be in all respects reasonably fit for human habitation, and further that the premises shall be kept in such habitable condition during the tenancy. If these requirements are not complied with, the local authority may serve notice upon the landlord to carry out the necessary works, or, if the notice is not complied with, may itself do the work and charge the landlord with the cost. The landlord may appeal to the Board against any such notice.

Any underground room shall, unless it complies with certain conditions as to height, ventilation, lighting, etc., be deemed to be unfit for use as a sleeping place.

The Act also prohibits the erection of back to back houses. This provision does not apply (i.) to tenements placed back to back if the medical officer of health of the district is satisfied with the arrangements for ventilation, or (ii.) to houses abutting on streets of which the plans were approved before 1st May, 1909, in any district where before the passing of the Act the erection of back to back houses was allowed.\*

The Local Government Board is empowered to compel a local authority to revoke any by-laws which in the opinion of the Board unreasonably impede the erection of working-class dwellings. Provision is made for the suspension, so far as necessary for the proper carrying out of a town-planning scheme, of any statutory enactments, by-laws, regulations or other provisions which are in operation in the area included in the scheme. The regulations made by the Board require that in such cases a full explanation must be given to the Board of the reasons which are considered to justify the suspension of statutory enactments, by-laws, etc.

The Council is empowered to promote the formation or extension of societies on a co-operative basis which have for their object the erection or improvement of dwellings for the working classes. The Council may also, with the consent of, and subject to the regulations made by, the Board, assist any such society by grants or by guaranteeing advances made to the society.

\* See also p. 118.



## CHAPTER III.

## ACTION TAKEN BY THE METROPOLITAN BOARD OF WORKS.

When the Metropolitan Board of Works was constituted in 1855, the Labouring Classes Lodging Houses Act, 1851, commonly known as Lord Shaftesbury's Act, was in force, but did not confer any powers on the Board. It was not until 1875, when the first of Cross' Acts was passed, for the clearance of insanitary areas, that the Board was empowered to act. During the next four years the Board initiated no fewer than eleven schemes, but the execution of these revealed several defects in the provisions of the Act.

Owing to the method of compensation adopted under which the owners of insanitary property—a condition often due to their own neglect—were awarded sums representing the value of the property in good repair, the cost of the schemes was excessive, and the Board urged that the condition of the property ought to be taken into account in awarding compensation. Another defect arose from the requirements that re-housing accommodation should be provided, either on the site of the cleared area or in its immediate vicinity, for as many persons of the working class as had been displaced. It was evident that in dealing with an overcrowded area, it was not possible to provide houses on the same area to accommodate the same number of people under more sanitary conditions, while the acquisition of adjoining lands only displaced still more people. Moreover the people who were displaced could not easily be provided at once with new houses, and when ultimately the scheme was completed but few of the displaced families would return to the improved area. The Board, therefore, urged that it might be permitted to provide accommodation for such persons in other parts of London, and, if desirable, to dispose of the land on the cleared area for commercial purposes. Another argument urged in support of this proposal was that of cost. Sites in other districts could be acquired for a very much smaller sum than that representing the value of the cleared area. Thus, while no disadvantage would occur to the people who had been displaced, the benefit to the ratepayers upon whom the burden fell would be great. Another matter of disappointment to the Board was the difficulty of disposing of the sites subject to a rehousing obligation. The sites had been acquired at their full market value, and the Board pointed out that, in certain instances, including the area cleared under its first scheme (Whitechapel and Limehouse, 1876), every endeavour had been made to dispose of the lands, but that finally they had been sold at a price, calculated upon 20 years' purchase of the almost nominal rent of 3d. a square foot. The Board complained also of the delay occasioned by the procedure laid down by the Act, and made suggestions for the amendment of the Act in less important details. The result of the Board's representations



was the passing in 1879 of the second of Cross' Acts.\* This afforded some relief, but was far from remedying all the defects which had been forced upon the attention of the Board, for within a few months it issued a memorandum complaining of the lengthy and dilatory procedure which it had to adopt.

In no case did the Board erect any dwellings. It was the practice of the Board at first to insert in the conveyances covenants restricting the use of the land in perpetuity to the provision of working class dwellings. This was afterwards relaxed, with the approval of the Secretary of State, so as to restrict the use of the land to this purpose for a number (usually ten) of years. The conditions of sale and the purchaser's plans were always submitted to the Secretary of State.

The Act of 1879 had empowered the Secretary of State to agree that re-housing accommodation for the persons displaced from an insanitary area need not be provided on the cleared land. As the result of the recommendations of the Select Committee of the House of Commons in 1882, the Artizans Dwellings Act, 1882,† empowered the Secretary of State to dispense with the provision of accommodation for not more than one-half of the persons displaced by any scheme under Cross' Acts. This enabled the Board to deal with areas so situated as to be otherwise unsuitable for development, and the power of the Secretary of State in this matter was frequently exercised.

The following is a summary‡ relating to the sixteen schemes executed by the Board under the Artizans Dwellings Acts, 1875 to 1882 :—

Number displaced.	Number re-housed.	Gross cost.	Recoupment.	Net cost.
22,872	28,352	£1,669,998	£351,108	£1,318,890

Under Torrens' Act, 1868, the Board had no powers, but by section 12 of Torrens' Act, 1879, the Board was authorised to act in default of any authority neglecting its duty under the Acts, and to charge the cost upon such authority. The provisions of the Acts were somewhat obscure and, in view of the litigation to which the Board considered it might be subjected, this authority was not exercised.

\* See p. 9.

† See p. 10.

‡ For details see Appendix I., and for plans and further particulars see *Housing Question in London*, pp. 112-164 and pp. 294-9.

## CHAPTER IV.

## POLICY OF THE COUNCIL WITH REGARD TO THE HOUSING OF THE WORKING CLASSES.

Until a clear knowledge had been obtained of the different phases of the housing question in London, and of such means as existed for grappling with the problem, it was only natural that the Council should refrain from laying down any new lines of policy. The early part of the Council's work, therefore, was marked, not by a sudden departure from the policy pursued by the Metropolitan Board of Works, but rather by greater vigour of administration, coupled with painstaking inquiry as to the direction which any new attempt to deal with the problem should take. For instance, the Board had been empowered, subject to the consent of the Secretary of State, to appoint a medical officer, but had not thought fit to do so. A similar, but unqualified, authority was conferred upon the Council by the Local Government Act, 1888. One of the Council's first steps was to create the office of Medical Officer of Health of the County of London, and Mr. (now Sir) Shirley F. Murphy was appointed thereto in May, 1889.

Information was then sought as to the existence of insanitary areas throughout the county, and attention was thus drawn in a few months to nearly 200 separate congeries of houses of varying sizes and condition. The Council had then to make up its mind as to the relative badness of the different areas and the consequent urgency for remedial action in each case. Most of these 200 areas were inspected by the Housing of the Working Classes Committee, when it appeared that a large number could appropriately be dealt with by means of closing orders under Torrens' Acts and this course was accordingly suggested to the local sanitary authorities. In quite a large proportion, however, it was felt that any action that might be taken to get rid of these blots upon the sanitary condition of London would be seriously hampered if not rendered altogether nugatory by the insufficiency of the law. This fact, combined with the obvious necessity of consolidating the numerous Acts relating to the housing of the working classes, induced the Council in December, 1889, to make representations to the Government, which in conjunction with the report of the Royal Commission 1884-5, led to the passing of the Housing of the Working Classes Act, 1890.\*

As soon as possible after the Act had been passed, the attention of the local authorities was drawn to its provisions, and a conference was held with a view to stimulating those authorities to take action. Following upon this, the Council gave instructions designed to facilitate the grant of loans to local authorities who

\* See p. 11.



applied for them to meet the cost of clearance and reconstruction schemes which they proposed to undertake. In order still further to encourage the local authorities to initiate reconstruction schemes for dealing with small areas under Part II. of the Act, the Council pledged itself also to contribute towards the cost of such schemes, provided that it was satisfied with the details and the need for assistance. The Council did not content itself with merely stimulating and organising the activities of the local authorities, for towards the end of 1890, it decided to deal with the Boundary-street area\* one of the largest schemes of its kind ever undertaken.

With the evidence which it had now accumulated as to the need for prompt and comprehensive action, the Council was able to realise that something more was required than the vigorous administration and painstaking inquiry which had marked its earliest efforts in the direction of housing reform. Between 1885, when the Metropolitan Board was substituted for the vestries and district boards as the executive authority under the Labouring Classes Lodging Houses Acts, and 1889 when it was superseded by the Council, it did not exercise the powers conferred by those Acts for the voluntary provision of new accommodation for the working classes. Such accommodation would have taken the form of "lodging-houses," a term which is explained to include separate tenements and cottages as well as ordinary common lodging-houses. The Council saw that, by the provision of a model lodging-house, a great example would be set, and in 1890 it decided to erect the Parker-street lodging house† on one of the sites cleared by the Board. In 1891 the Council acquired the Dufferin-street dwellings,‡ and this action was followed in 1893 by the decision to acquire the Millbank estate.§

At first the Council, as a rule, took action under Part III. of the Act of 1890, only when such a course was necessary or useful for the discharge of its rehousing obligations. Before many years had passed it was evident that, owing chiefly to two causes, the supply in London of dwellings for the working classes was falling behind the demand. These causes were the rise in the value of land and the rise in the cost of labour and materials for building. It was becoming unprofitable for builders to erect working-class property and, further, the rise in the value of land often made it financially advantageous to demolish such property and to use the sites for factories, warehouses or other large commercial buildings, or for highly-rented mansions and flats. The Council was much impressed with the need of remedying this state of affairs, and in order to do this, it decided in November, 1898, upon two courses. In the first place it resolved, quite apart from any obligations which it was under to erect dwellings, to take action under Part III. of the Act of 1890, provided that no charge was thereby placed on the county rate. Succeeding years witnessed the inception of schemes for developing large estates by the erection of cottages at Tooting, Norbury, Tottenham and Hammersmith.||

\* pp. 35-9.

† See pp. 34 and 97.

‡ See p. 27.

§ See pp. 66-70.

|| See pp. 70-8 and 82-3.



Further, the Council resolved to supply, in connection with any housing scheme or street or other improvement, housing accommodation, not necessarily in the immediate neighbourhood of the displacements, for a number of persons equal to that of the working classes displaced. It was anticipated that this would probably have the effect of increasing the cost of housing schemes and, as it was considered undesirable to expect the poor and crowded districts in which unhealthy areas most frequently occur, to pay any heavy proportion of this increased cost, the Council decided to execute at its sole cost all schemes under the Act which involved re-housing.

One striking difference between the Council's and the Board's policies lay in the methods of dealing with the sites cleared under a scheme and set apart for the erection of new dwellings. The Board sold the sites on which such dwellings were to be erected, and left the erection of dwellings to the purchasers. There was no exception to this rule, and one of its consequences was the inheritance by the Council of a number of ineligible sites upon which the law said that dwellings must be built, but upon which not even a philanthropic body could be induced to build. It can readily be realised that these were bad materials with which to frame a constructive policy, and the Council therefore used every legitimate endeavour to dispose of the sites or to obtain relief from the obligation to build dwellings upon them. Success, however, did not attend these efforts and the constructive policy had to be continued by dealing with sites which no one else would use for re-housing purposes. Nevertheless the Council faced the adverse circumstances and steadily pursued in these and in subsequent more favourable cases, the course of retaining sites in its own possession and itself arranging for the erection of dwellings.

It must not be supposed, however, that the adoption of this policy by the Council was originally deliberate and considered. The Metropolitan Board was no doubt influenced, at any rate in part, by the terms of the Acts under which it took action. These enactments implied, even if they did not actually state, that the Board was expected in normal cases not to undertake the erection of buildings, but to entrust the work to others. Naturally therefore the Council at first took the clue to its course of action from the trend of the Acts of Parliament. So much influence had this, that, in spite of its constructive policy, the Council agreed that, in cases in which a responsible company offered to erect buildings, the best course would be to allow them to do so, and in February, 1891, having specially considered the alternative policies of building, or of letting or selling land with an obligation to build, it declined to adopt any general rule. The estimates agreed to in January, 1891, in connection with the Boundary-street area, were framed on the assumption that the cleared sites would be sold as the scheme proceeded.

Indeed, the general adoption of the constructive policy may truly be said to have been due in large measure to the

force of circumstances in connection with the derelict sites inherited from the Board to which reference has already been made. Re-housing sites from the Brook-street, Limehouse, scheme, were offered at auction between 1887 and 1892, those from the Trafalgar-road, Greenwich, scheme between 1888 and 1891, and those from the Cable-street, Shadwell, scheme between 1890 and 1892, without eliciting any suitable offers.\* Pressure was continually being exerted upon the Council to secure the fulfilment of the re-housing obligations resting upon these sites and the lapse of time and the many failures to dispose of them on any terms whatever, slowly but surely pointed the way to the one solution of the *impasse*.

Moreover, exception had been taken to the planning of dwellings erected on land sold by the Board, especially as regards ventilation and lighting. Although the Council in December, 1889, attempted to meet this by drawing up building, etc., regulations, such action could not completely solve the difficulty. Again complaints had been made from time to time as to the rents charged, either directly or owing to tenements being sublet, for accommodation in dwellings erected on land sold by the Board.

The case of the Dufferin-street costermongers' dwellings, St. Luke, illustrates some of the difficulties which arose owing to the Board's policy. In 1877 the Board undertook the Whitecross-street, Finsbury, scheme, which involved the displacement of a number of costermongers; the Board, however, promised that the new dwellings would contain accommodation for their goods and barrows. Accordingly in 1888 a site was sold for this purpose to certain parties on behalf of the "Watch Committee of Costermongers" at much less than its market price, the conveyance providing that buildings should be erected in a substantial and workmanlike manner, suitable for occupation as dwelling-houses for costermongers, with sheds and stables for donkeys, etc. No proper trust was constituted. The buildings erected were of a very inferior character, and the majority of the tenements were not let to costermongers at all. The only practical way out of the difficulty was that the Council should repurchase the land and buildings and maintain and manage them itself, and eventually this was done.

When the Council, yielding to the force of circumstances, had decided to undertake the erection of dwellings, it became necessary for it to determine (*a*) what classes of the population should be provided for; (*b*) the general character of the dwellings; and (*c*) the financial conditions under which these should be erected. As regards (*a*), the evidence laid before the Royal Commission of 1884-5, by such persons as Miss Octavia Hill and Sir Curtis Lampson, showed that the difficulties with the very lowest classes were not financial, but moral. The Council's investigations confirmed this and it therefore devoted its attention to the provision of accommodation for classes of the population a little above the very lowest.

Reference has been made as regards (*b*) to the Council's

\* See pp. 31-3.



action in drawing up regulations on various points connected with the character of buildings to be erected on its land. The principal items related to the height and lighting of buildings, the position and size of staircases, the size of rooms and the provision of baths and wash-houses. These regulations have been modified from time to time, but in their general outlines they are still in force. In the case of cottages the Council has agreed to the rooms being arranged so as to allow of the provision of the same number of rooms of varying sizes in lieu of all rooms being of a compulsory minimum size.

As regards (c) the Council has decided that the rents to be charged for tenements in dwellings erected in connection with any specified housing scheme or area, shall not exceed those ruling in the neighbourhood and shall be so fixed that after providing for all outgoings, interest and sinking fund charges, there shall be no charge on the county rate in respect of the dwellings. The interest and sinking fund charges are calculated upon the cost of erection, plus the "housing value" of the site, *i.e.*, its value, subject to the obligation to build thereon dwellings for the working classes.

In order that the Council, before committing itself to the erection of dwellings, may rightly judge whether the financial conditions can be complied with, sketch plans are prepared showing the general arrangement and class of tenement proposed to be built. The gross income of these is then assessed according to the rents ruling in the neighbourhood where the dwellings are to be erected. All outgoings, including a contribution to a Repairs Fund, are then deducted and the amount upon which the net income thus arrived at will pay interest and sinking fund charges is calculated. The "housing value" of the site is then deducted and the remainder called the "amount available" is the sum for which the dwellings, including all capital charges, must be erected. Cases in which the Council is compelled by statute to re-house on particular sites and is not able to sell or let those sites for that purpose at the fair market value are specially considered. When particular sites are found to be undesirable by reason of excessive cost, unsuitability, lack of demand for dwellings, or other causes, the Council considers the desirability of obtaining a modification of the scheme, with a view to the dwellings being erected on some other site or sites, and the original sites being freed from the restrictions attached to them.

The difficulty, always considerable, of complying with these financial conditions has been greatly augmented by the general increase in wages and in the cost of materials and by the decrease in the average daily output of a man. The Council tried to meet this by endeavouring to secure that the term of the sinking fund period should be increased from 60 to 100 years, or that the value of the site should be excluded from the sinking fund. Representations to this effect were made to the Government for a long time, but without result, as it was pointed out that already the Council was treated more favourably than other authorities through-



out the country. Eventually however, by the Housing of the Working Classes Act, 1903, the maximum term of the sinking fund period was enlarged to 80 years, the precise term in the case of the Council being fixed by the Treasury. So far, however, the Treasury have agreed to the maximum term being applied only to the portion of the debt relating to land, the portion relating to buildings being, as heretofore, redeemable within 60 years. The cost of the land forms a comparatively small part of the total expense incurred in the erection of dwellings, so that the concession in the restricted form insisted upon by the Treasury is not of practical advantage.

Following the provisions of Cross' Act, 1875, the Housing of the Working Classes Act, 1890, provided that, unless the confirming authority otherwise determined, any dwellings erected by the Council under Parts I. and II. had to be sold on the expiration of 10 years from their completion. Consequently in 1903, 1905 and 1907, it was necessary for the Council to apply for permission to retain the dwellings which it had erected. This permission was given. Section 40 of the Housing, Town Planning, etc., Act, 1909, removed the obligation to sell or dispose of any lands or dwellings acquired or constructed for any of the purposes of the Housing Acts, and the Council has now therefore entire discretion in the matter.

In conclusion, a further expansion of the Council's policy with regard to the housing question must be briefly referred to. The only power which the Council had of advancing money to enable persons to purchase the houses in which they live was that conferred by the Small Dwellings Acquisition Act, 1899. Any advance under that Act must be limited to four-fifths of the market value of the house and, owing to the cost of property in London, this provision may be said to have prohibited the working classes from making use of the Act. The Council felt that any plan which was to appeal successfully to those classes should provide for the advance of practically the whole of the purchase money. It accordingly formulated a scheme for granting leases for 99 years of single cottages erected on estates developed under Part III. of the Act of 1890. It proposed that leases should be granted to occupiers on payment of a deposit of £5, the lessee being required (i.) to pay throughout the term of the lease the equivalent of a ground rent ; and (ii.) to make equal payments for the first 15, 20 or 25 years, sufficient to repay the amount spent on the land and buildings (less the deposit and the capitalised value of the ground rent), interest, legal, etc., costs and establishment charges, etc. The intending lessee will have to satisfy the Council that he has a *bona fide* intention of living in the house, but he will be allowed, with the Council's consent, to let the house or to transfer the lease to an assignee. A lease will contain the usual covenants by the lessee, and the Council will have power to re-enter on non-payment for 28 days of the charges under the lease, or on breach of covenant. The Council will also have power, in certain circumstances, to accept

a surrender of a lease and to pay as a consideration the amount by which the lessee's payments to the Council exceed a sum (to be settled, failing agreement, by arbitration) equivalent to the total of (i.) the fixed net rent calculated from the commencement of the lease to the date of surrender ; (ii.) the expenses of granting the lease ; and (iii.) the cost of re-entering and of repairing the premises.

It is estimated that the *total* extra weekly cost to the lessee if he wishes to pay for the building in 15 years will be from 3s. 3d. to 4s. for a four-roomed cottage rented at 10s. 6d. a week, and from 4s. 2d. to 4s. 10d. for a five-roomed cottage, rented at 12s. 6d. a week. If the 20 years' period be chosen the increased weekly cost will be from 1s. 9d. to 2s. 4d. for a four-roomed cottage and 2s. 3d. to 2s. 10d. for a five-roomed cottage. If the lessee chooses the 25 years' period, he will purchase the cottage for a charge approximately equal to the ordinary rent. The necessary parliamentary authority was obtained in the Council's General Powers Act of 1912, and it is proposed, as an experiment, to allocate for the purposes of the scheme, some of the cottages to be erected on the Old Oak Estate, Hammersmith.\* If the experiment is successful the scheme will be extended to other cottage estates.

\* See pp. 82-3.

## CHAPTER V.

SCHEMES UNDERTAKEN BY THE METROPOLITAN BOARD OF WORKS,  
AND COMPLETED BY THE COUNCIL.(1) *Tench-street, St. George-in-the-East.*

Official representations as to an area immediately to the east of Wapping Basin, were made to the Board in 1875 and 1882 by the medical officer of St. George-in-the-East. The death rate was 32.2 a 1,000 as compared with 22.5 in the neighbourhood, and 21.5 in London. The Board approved the scheme on 10th November, 1882, the local inquiry was held on 15th March, and the provisional order was issued on 2nd May, and confirmed by Parliament on 16th July, 1883. The property, which was occupied by 1,284 persons, was demolished in 1886, and Tench-street and Green-bank were widened in 1887. No adequate offer could be obtained for the vacant land on which accommodation had to be provided for 1,284 persons. Any other use of the site was forbidden by statute, so at the instance of the Board, as confirmed by the Council, parliamentary authority was obtained in 1889 to lay out the area as a recreation ground. The work, including the provision of a children's gymnasium, the planting of trees, etc., and the laying-out of a large area with gravel, was completed in 1891. The open space is now known as Wapping Recreation-ground.

(2) *Brook-street, Limehouse.*

Official representations as to an area on the south side of Brook-street were made to the Board in 1876 and 1882. The death rate was 34 a 1,000, as compared with 23 in the neighbourhood. The date of the scheme as approved by the Board was 10th November, 1882. The local inquiry was held on 8th March, the provisional order was issued on 2nd May, and confirmed by Parliament on 16th July, 1883. The premises were inhabited by 562 persons, and accommodation had to be provided for this number. The property was demolished and the paving, etc., works executed in April, 1887. The two rehousing sites were offered for sale in 1887, but without result. In November, 1891, the Secretary of State reduced the number to be rehoused from 562 to 281. Beachcroft-buildings, to accommodate 200 persons, were completed in September, 1894. The Council postponed dealing with the second plot pending a decision as to a street improvement suggested by the Limehouse District Board. Eventually this suggestion was dropped, and in 1900 eighteen cottages, known as Cranford-cottages, to accommodate 108 persons, were erected.†

\* *Housing Question in London*, pp. 165-7.

† *Ibid.*, pp. 167-71.



(3) *Trafalgar-road, Greenwich.*

Official representations as to an area between Trafalgar-road and Old Woolwich-road, were made to the Board by the medical officer of Greenwich in 1877 and 1882. No death rates were obtained, but the great prevalence of typhoid, scarlet fever and smallpox was proved. The date of the scheme approved by the Board was 10th November, 1882. The local inquiry was held on 13th March, and the provisional order was issued on 2nd June, and confirmed by Parliament on 16th July, 1883. The number of persons to be displaced was 378 and accommodation had to be provided for 380, but, owing chiefly to the difficulty of disposing of the site, this number was reduced to 280 in December, 1889, to 245 in June, 1895, and to 190 in August, 1896. The property was demolished in October, 1886, and the works, including widenings of Lower East-street and Old Woolwich-road, were completed in August, 1887. The rehousing sites were offered at auction in 1888 and twice in 1891 without result. Some of the land was acquired by the London School Board and the Council decided to erect cottages on the remainder. It was estimated, however, that this would involve a charge on the county rate and consideration of the matter was therefore postponed until it could be ascertained what effect the opening of Blackwall Tunnel would have on the rents in the neighbourhood. Eventually in 1901, 51 cottages, known as Hardy-cottages, with accommodation for 306 persons, were erected.\*

(4) *Hughes-fields, Deptford.*

An official representation with regard to a large area to the south of Deptford Cattle Market, was made to the Board by the medical officer of Greenwich in 1877, but amended in 1882. This amended proposal related to about 479 houses, inhabited by 3,700 persons. The Board thought that action should not be taken, but the Secretary of State in April, 1884, asked that the matter might be reconsidered. A fresh representation relating to over 400 houses was made to the Board in October, 1884, and a scheme was prepared in the same month. The death rate in the area was 24 a 1,000 as compared with only 20 in the rest of the parish, while, out of 41 cases of small-pox in the parish, 26 occurred in the area. The local inquiry was held on 3rd March, and the provisional order was issued on 23rd April, and confirmed by Parliament on 22nd July, 1885. The scheme contemplated the displacement of 1,786 persons, the provision of accommodation for not less than this number, and the execution of certain street improvements. The land was cleared in April and the works were completed in December, 1888. In view of the amount of vacant accommodation in the neighbourhood the Secretary of State in January, 1891, reduced to 893 the number of persons for whom accommodation had to be provided. Part of the land, now known as Hughes Recreation-ground, being no longer

\* *Housing Question in London*, pp. 172-5.

needed for rehousing purposes, was laid out as a playground for children. The Council in July, 1889, had decided itself to erect dwellings, but the Secretary of State would not give his consent to this course. In March, 1891, two plots were sold to the Provident Association for the erection of dwellings to accommodate 240 persons, and the Council then sought to be relieved from the remainder of its obligations. The Secretary of State did not agree to this, but assented to the Council erecting dwellings, provided that the work was commenced by 24th June, 1893. This was done and Hughes-fields cottages to accommodate 666 persons were completed in January, 1895.\*

(5) *Cable-street, Shadwell.*

An official representation as to an area on the south side of Cable-street, was made to the Board in 1883 by the medical officer of Limehouse. The Board in 1884, decided to take no action, but the Secretary of State in July, 1885, having suggested that this decision should be reconsidered, a second representation was made, and the Board on 12th November, 1886, approved a scheme in regard to the area referred to therein. The death rate was 44 a 1,000, as compared with 25 in the rest of Limehouse. The local inquiry was held on 17th March, and a provisional order was issued on 23rd May, and confirmed by Parliament on 12th July, 1887. The scheme contemplated the displacement of 970 persons, the provision of accommodation for this number, for the widening of Victoria-street (now Dellow-street) and for the formation of two new streets. The land was cleared in November, 1889, and the street works completed in 1891. The Trustees of the Guinness Fund were willing to purchase one of the rehousing sites, but considered the Council's building regulations† to be too onerous, and the negotiations which continued for more than a year eventually proved abortive. In order that the height of the new buildings might be lowered, the Secretary of State in January, 1892, reduced to 720 the number of persons to be re-housed. This number was further reduced in October, 1892, to 485, and in that month, on a memorial from the Vestry of St. George-in-the-East, the Council decided itself to build. The Secretary of State consented, and Dellow-buildings and Bewley-buildings, to accommodate 520 persons, were begun in November, 1893, and completed in March, 1896. Lowood-buildings and Chancery-buildings, to accommodate 278 persons, were begun in September, 1899, and completed in May, 1901.‡

(6) *Shelton-street, St. Giles.*

An official representation as to an area on the north-east side of Drury-lane, containing 108 houses occupied by 1,722 persons was made to the Board in 1883 by the medical officer of the St. Giles' District. The Board thought that action should not be taken,

\* *Housing Question in London*, pp. 175-80.

† See pp. 27-8.

‡ *Housing Question in London*, pp. 180-5.



but the Secretary of State, in July, 1885, suggested to the Board that the case should be seriously considered, and the Board, on 12th November, 1886, approved a scheme. The death rate of the area was 37.2 a 1,000 as compared with 24.1 in the district, and 20.8 in London. The local inquiry was held in March, and the provisional order was issued on 23rd May, and confirmed by Parliament on 12th July, 1887. The scheme provided for the displacement of 1,208 persons, but, owing to the cramped situation of the area, the number to be re-housed was fixed at only 660. This was the first instance of the requirements as to re-housing being relaxed. The scheme provided also for a widening of Shelton-street and, by a modification sanctioned by Parliament in June, 1891, for a widening of Parker-street and for the reduction to 608 of the number of persons to be re-housed. The land was cleared in November, 1889, but, in view of the modification, the works could not be completed until February, 1892. Part of the re-housing land was reserved for the erection of a lodging-house\* and the remainder was offered at auction in June, 1892, without result. The lodging-house to accommodate 324 (afterwards increased to 345) persons was completed in January, 1893, and Aldwych-buildings, Cotterell-buildings, Lindsey-buildings, Powis-buildings and Wimbledon-buildings, erected by the Council to accommodate 284 persons, were all completed by October, 1896. Twenty workshops also were provided.† The buildings, with the exception of the lodging-house, were designed by Mr. Rowland Plumbe.

\* See p. 97.

† *Housing Question in London*, pp 185-9.



## CHAPTER VI.

SCHEMES UNDERTAKEN BY THE COUNCIL UNDER PART I. OF THE  
HOUSING OF THE WORKING CLASSES ACT, 1890.(1) *London (Boundary-street, Bethnal-green) Improvement Scheme, 1890.*

The Boundary-street area lying to the south-east of St. Leonard's Church, Shoreditch, was the first large scheme undertaken by the Council under the Housing of the Working Classes Act, 1890. The neighbourhood was developed about the end of the eighteenth century, and it is interesting to note that some of the streets (*e.g.*, Vin-



BOUNDARY STREET AREA, SHOREDITCH.

cent and Mead) were named after Nelson's admirals and captains. As long ago as 1839 Dr. Southwood Smith gave a melancholy account of the district. It is dealt with also in Mr. Morrison's tale *A Child of the Jago*, "the Jago" being identical with "the Nicol," the name formerly applied to the area between Old Nichol-street and

Mead-street. In one street alone there were at the same time no fewer than 64 persons who had served varying terms of penal servitude.

In 1890 official representations as to the condition of the area were made under Cross' Act by the medical officers for Bethnal-green and Shoreditch, and these were renewed after Cross' Act had been superseded by Part I. of the Act of 1890. The death rate in the Bethnal-green portion was 40 a 1,000, as compared with 22.8



BOUNDARY STREET AREA AS RE-DEVELOPED.

in Bethnal-green, and 18.4 in London. The Council approved the scheme on 4th November, 1890, the local inquiry was held in March, and the provisional order was issued on 11th May and confirmed by Parliament on 3rd July, 1891. This provided for the formation of 40-foot roads and rectangular building sites. A modified scheme was subsequently prepared for laying out the area on a system of streets radiating from a central open space. It was found that this modification would enable more and pleasanter accommodation to be provided at a slightly smaller cost. These modifications were approved on 25th November, 1893, 14th May, 1895, and 4th August, 1897.





BOUNDARY STREET ESTATE.—GENERAL VIEW FROM  
CHERTSEY BUILDINGS.



BOUNDARY STREET ESTATE.—GENERAL VIEW FROM  
IFFLEY BUILDINGS.



The number of persons displaced from the area was 5,719. The Council was required to provide accommodation for not less than 4,700 persons, of whom 144 were to be accommodated on a site acquired for the purpose in Goldsmith-row. The new accommodation was as follows :—Dwelling accommodation on the area for 5,380 persons ; on the Goldsmith-row site, for 144 persons. Re-housing accommodation was therefore provided for 5,524 persons, which was only 195 less than the number displaced, and 824 more than the scheme required. These figures are calculated on the basis of two persons a room, which is somewhat more stringent than that actually allowed by the Council. In addition, 18 shops and 77 workshops were provided.

The 5,524 persons were re-housed in 1,069 tenements, making an average of 5·2 persons to each tenement. The



GARDEN BETWEEN HURLEY BUILDINGS AND CULHAM BUILDINGS.

first half of the area contained rooms of the following approximate areas :—Living rooms, average 144 square feet ; bedrooms, average 96 square feet. In the later buildings these sizes were increased to :—Living rooms, average 160 square feet ; bedrooms, average 110 square feet. Every habitable room has at least a 45 deg. angle of light horizontally and vertically, and the buildings are so arranged that nearly every room commands a pleasant outlook. The entrance avenue and the circus are 60 feet, and the



other principal streets 50 feet wide. There are three public gardens, between various blocks of dwellings, of an aggregate area of nearly three quarters of an acre. Only two of the blocks contain washing accommodation, as this is provided in a central laundry, containing 42 troughs, 42 drying horses, three centrifugal wringing machines, three box mangles, and one roller mangle. Behind the laundry is a small annexe containing 12 hot and cold slipper baths and one cold shower bath, and over the laundry are two club-rooms for the use of the tenants.

The scheme was completed in March, 1900, and on the 3rd of that month the estate was formally opened by His late Majesty King Edward VII., at that time Prince of Wales, who was accompanied by Queen Alexandra. A full account of the scheme and of the opening ceremony is given in the *Housing Question in London* (pp. 190-213).

(2) *London (Churchway, St. Pancras) Improvement Scheme, 1895.*

Considerable correspondence with regard to many houses in the Somers-town area had passed between the Council and the vestry of St. Pancras as far back as 1889, and in 1893 the Secretary of State decided that the portion of the area lying between Seymour-street, Drummond-street, and Chalton-street should be dealt with by the Council and that the remaining portions should be dealt with by the vestry, the Council, in some cases, contributing towards the cost. The Council was not satisfied as to the sufficiency of its resources within the meaning of section 4 of the Act, of 1890. Moreover, one of the freeholders (Lord Southampton) would not agree to co-operate with the Council, and the other (Lady Henry Somerset) could not obtain the sanction of the Court of Chancery to her proposal to repay to the Council the expense of dealing with her property. Finally the Council on 15th October, 1895, approved a scheme, the local inquiry was held on 27th February, 1896, and the provisional order was issued on 30th December, 1896, and confirmed by Parliament on 29th March, 1897.

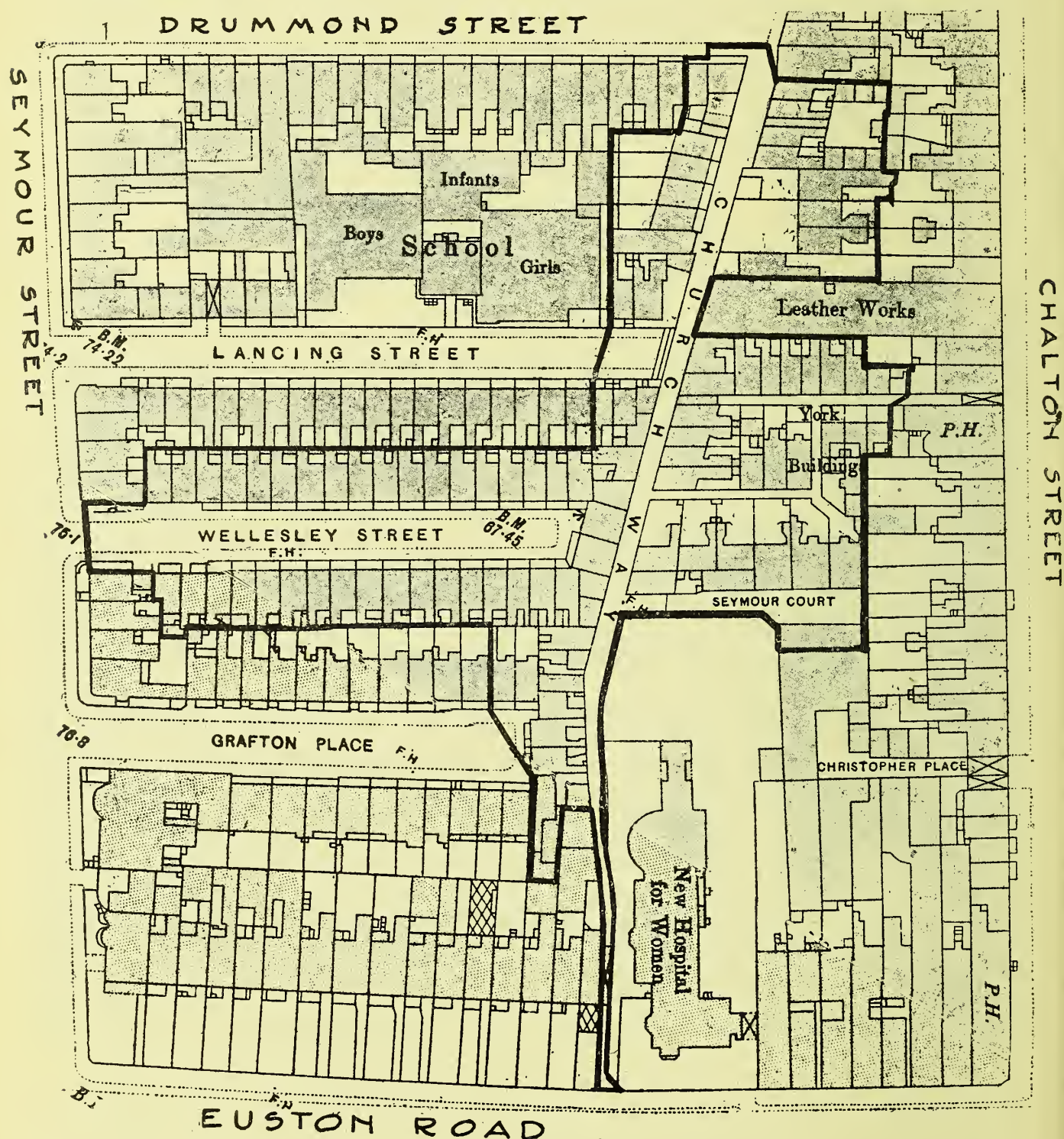
For the years 1889-94 the mean death-rates for St. Pancras and for the area were 20.6 and 33.1 a 1,000 respectively, and the mean death-rates from the principal zymotic diseases were 2.58 and 6.13 a 1,000. The scheme provided for widenings of Churchway and Wellesley-street to 40 feet, for the displacement of 1,095 persons, and the re-housing on the area of 580 persons, and for the sale, lease, or other disposal at the discretion of the Council of the remaining surplus lands. In March and July, 1899, the scheme was modified by the omission of a few properties, and of the widening of Wellesley-street.

The property on the west side of Churchway was demolished in July, 1899. The Secretary of State in January, 1900, consented to the Council erecting dwellings on the cleared land, and the work was accordingly executed by the Works Department.\* These

\* *Housing Question in London*, pp. 213-20.



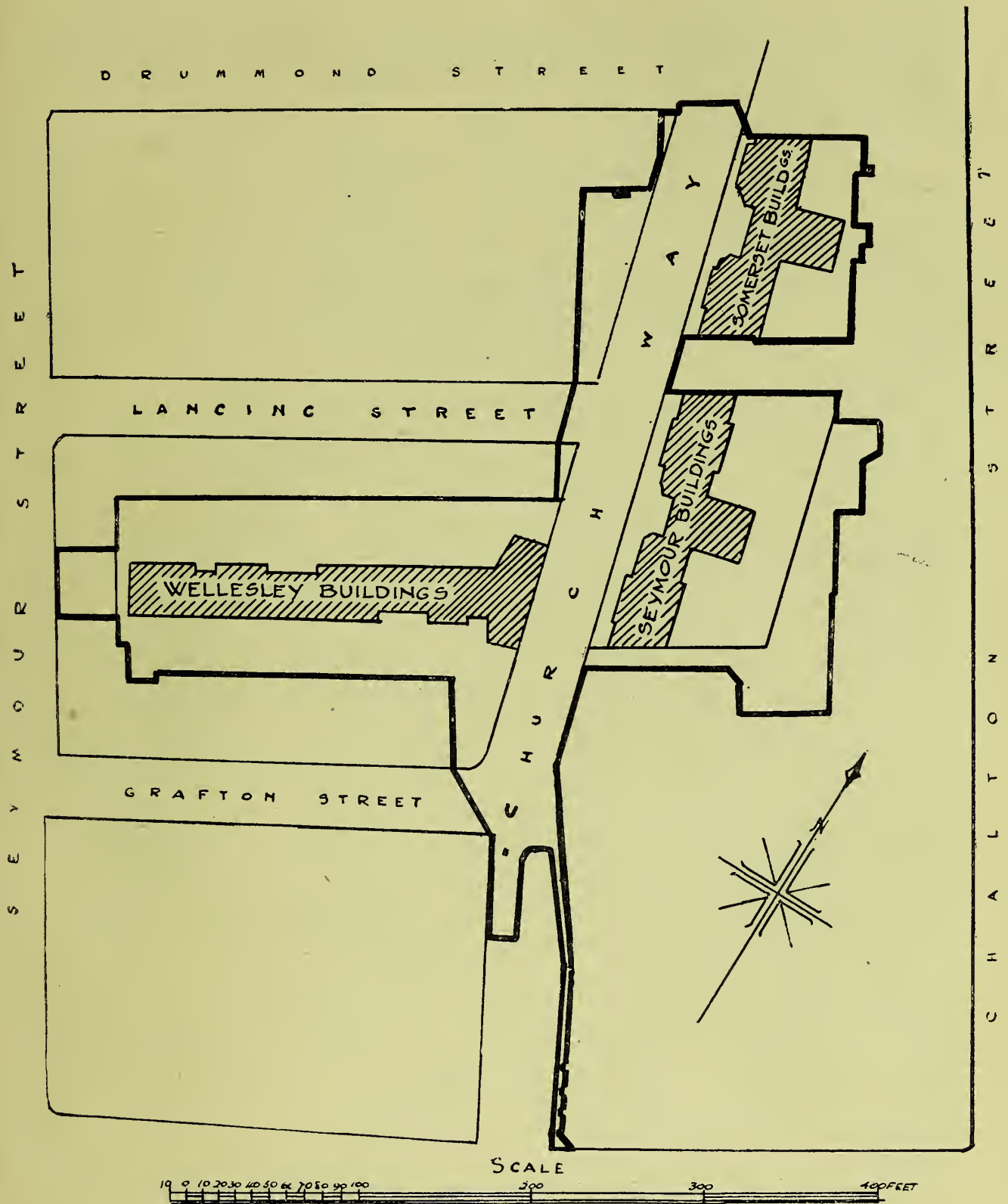
buildings, known as Wellesley-buildings, with accommodation for 360 persons, were completed in 1901. The necessary works in Churchway were executed on behalf of the Council by the vestry of St. Pancras. Seymour - buildings and Somerset - buildings, on the east side of Churchway, were



CHURCHWAY AREA, ST. PANCRAS.

*Reproduced from the Ordnance Survey Map with the sanction of the Controller of H.M. Stationery Office.*

commenced by the Works Department in June, 1901, and completed by the middle of 1902. They accommodate 472 persons, so that the Council provided accommodation for 832 persons instead of for only 580 persons as required by the scheme.



CHURCHWAY AREA AS RE-DEVELOPED.

(3) *London (Clare-market, Strand) Improvement Scheme, 1895.*

In September, 1892, the Council's medical officer reported that three areas between the Strand and Sardinia-street could properly be dealt with under Part I. of the Act of 1890. The matter was still being considered when in November, 1894, official representations were made by the medical officer of the Strand District, who called attention to three areas, about  $3\frac{1}{2}$  acres in extent, lying between Clare-market and Stanhope-street, between Stanhope-street and Drury-lane and between White Hart-street and the



Strand. The density of population on part of the areas was about six times greater than that of the neighbourhood, while the death-rate for 1894 was 39.03 a 1,000, as compared with 19.86 in the Strand district and 17.7 in London.

The scheme was approved by the Council on 15th October, 1895, the local inquiry was held in March, 1896, and the provisional order was issued on 20th January, and confirmed by Parliament on 3rd June, 1897. The scheme provided for a widening of Drury-lane to 40 feet, for the displacement of 3,172 persons, and for the re-housing of 2,250 persons, of whom 750 were to be re-housed on the cleared land, and 1,500 at Millbank.\*

By 1899 all the property needed had been acquired. In that year, however, the Council obtained parliamentary authority to construct a new street (Kingsway and Aldwych) from Holborn to the Strand, and to execute certain subsidiary street improvements. It was proposed that the new street should pass between the first two areas mentioned above, and portions thereof were, in fact, needed for the new road. The estimates of the cost were prepared on the basis that the neighbourhood would be re-developed with a view to obtaining the highest possible prices for the surplus land, including the surplus land from the Claremarket scheme. It was felt, therefore, that the housing scheme and the street improvement should, as far as practicable, be dealt with together. Two sites in Duke's-court and Russell-court adjacent to the improvement were accordingly acquired, and a modification of the original scheme was obtained, by which accommodation for 750 persons on these sites was accepted by the Secretary of State in lieu of any accommodation on the actual area.

Sheridan-buildings, Beaumont-buildings, and Fletcher-buildings, accommodating 610 persons, on the Duke's-court site, were completed about June, 1902, and Siddons-buildings and Stirling-buildings, accommodating 390 persons, on the Russell-court site, were completed by June, 1903. The accommodation for persons in excess of the number (750) referred to in the scheme was utilised for re-housing persons displaced in connection with the Kingsway, etc., improvement.† Accommodation for 1,536, instead of 1,500, required by the scheme, was provided at Millbank in Reynolds-buildings, Rossetti-buildings, Ruskin-buildings, Morland-buildings and Millais-buildings.

(4) *London (Garden-row, Roby-street, Baltic-street and Honduras-street, St. Luke) Improvement Scheme, 1899.*

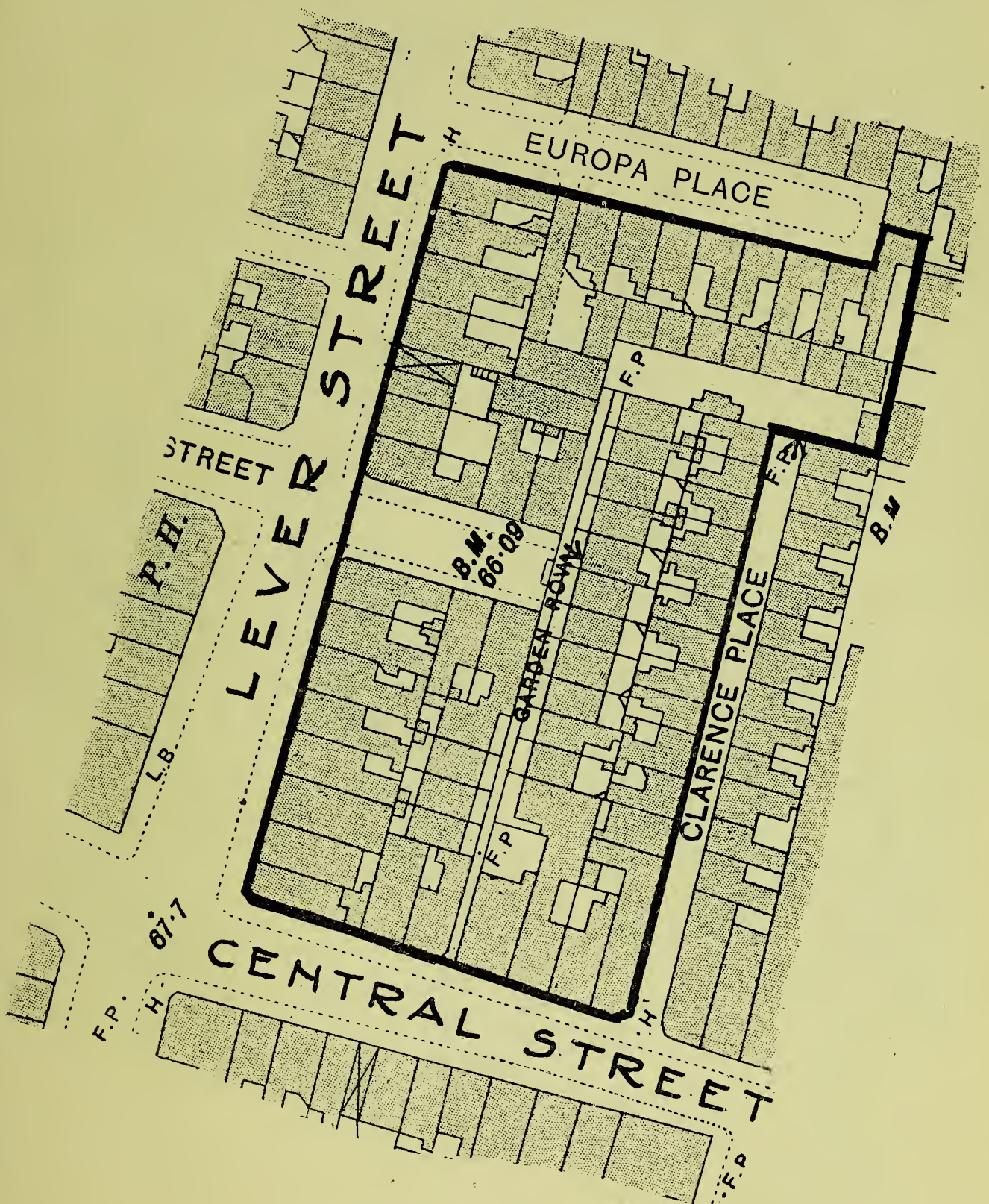
The Council had considered from time to time since 1889 a number of small areas near the junction of Old-street and Goswell-road, and on each side of Central-street, and in 1899 definite official representations were made by the medical officer of St. Luke with regard to ten of these. The Council in October, 1899, decided to deal with four by way of scheme, but considered that the remaining six should be dealt with by the vestry. These four

\* *Housing Question in London*, pp. 220-3.

† See pp. 86-8.



were (i.) the Garden-row area, east of Central-street and south of Lever-street ; (ii.) the Roby-street area, north of Old-street, west of Helmet-row, and east of Central-street ; (iii.) the Baltic-street

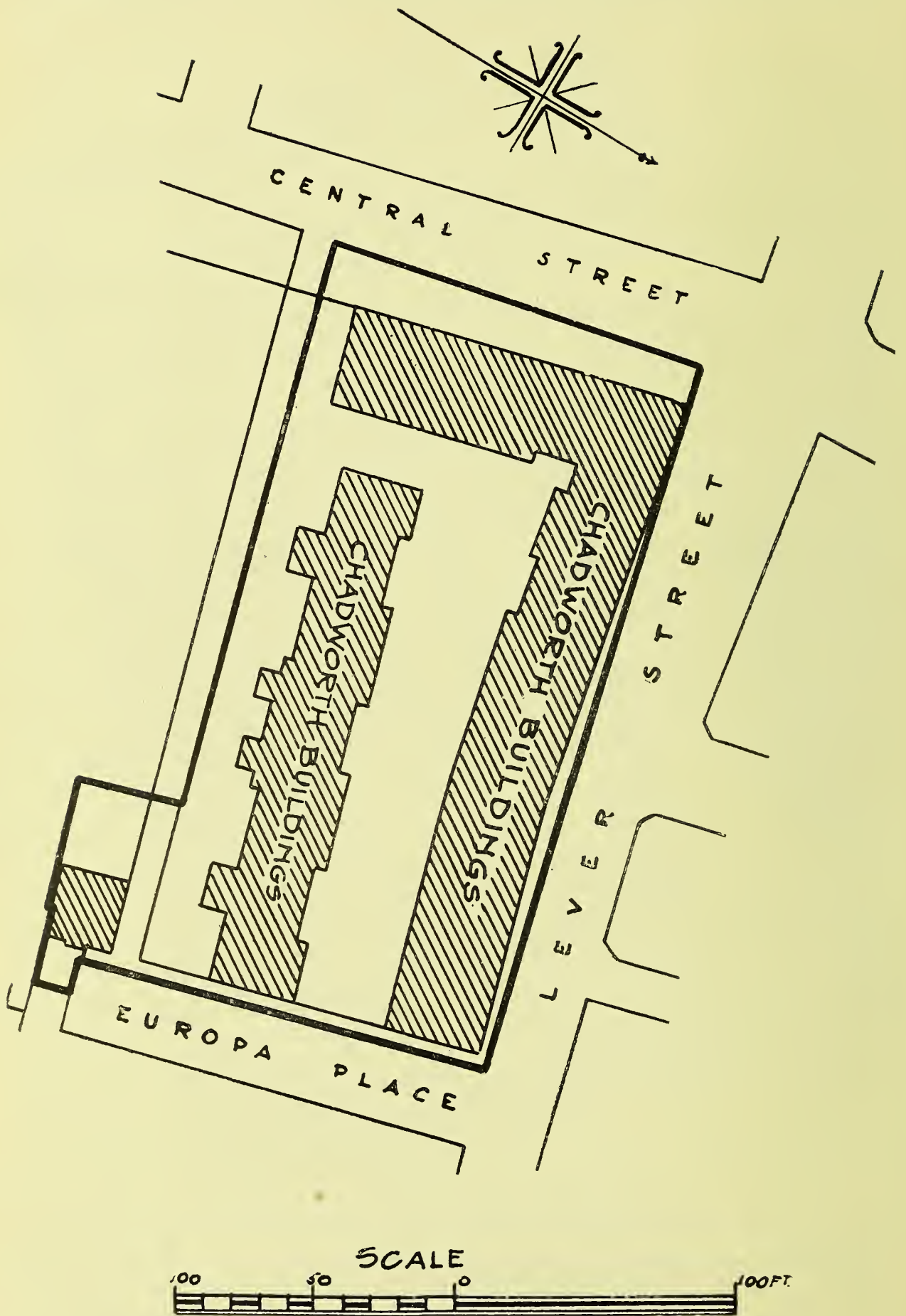


GARDEN ROW AREA, ST. LUKE.

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area, south of Old-street and east of Goswell-road ; and (iv.) the Honduras-street area, south of Old-street and west of Golden-lane. The death-rate on these areas was 40.7 a 1,000, as compared with





GARDEN ROW AREA AS RE-DEVELOPED.

28.44 in the parish of St. Luke, and 19.3 in London.\* The scheme was dated 7th November, 1899, the local inquiry was held in March, and the provisional order was issued on 25th May, and confirmed by Parliament in July, 1900. This authorised the



ROBY STREET AREA, ST. LUKE.

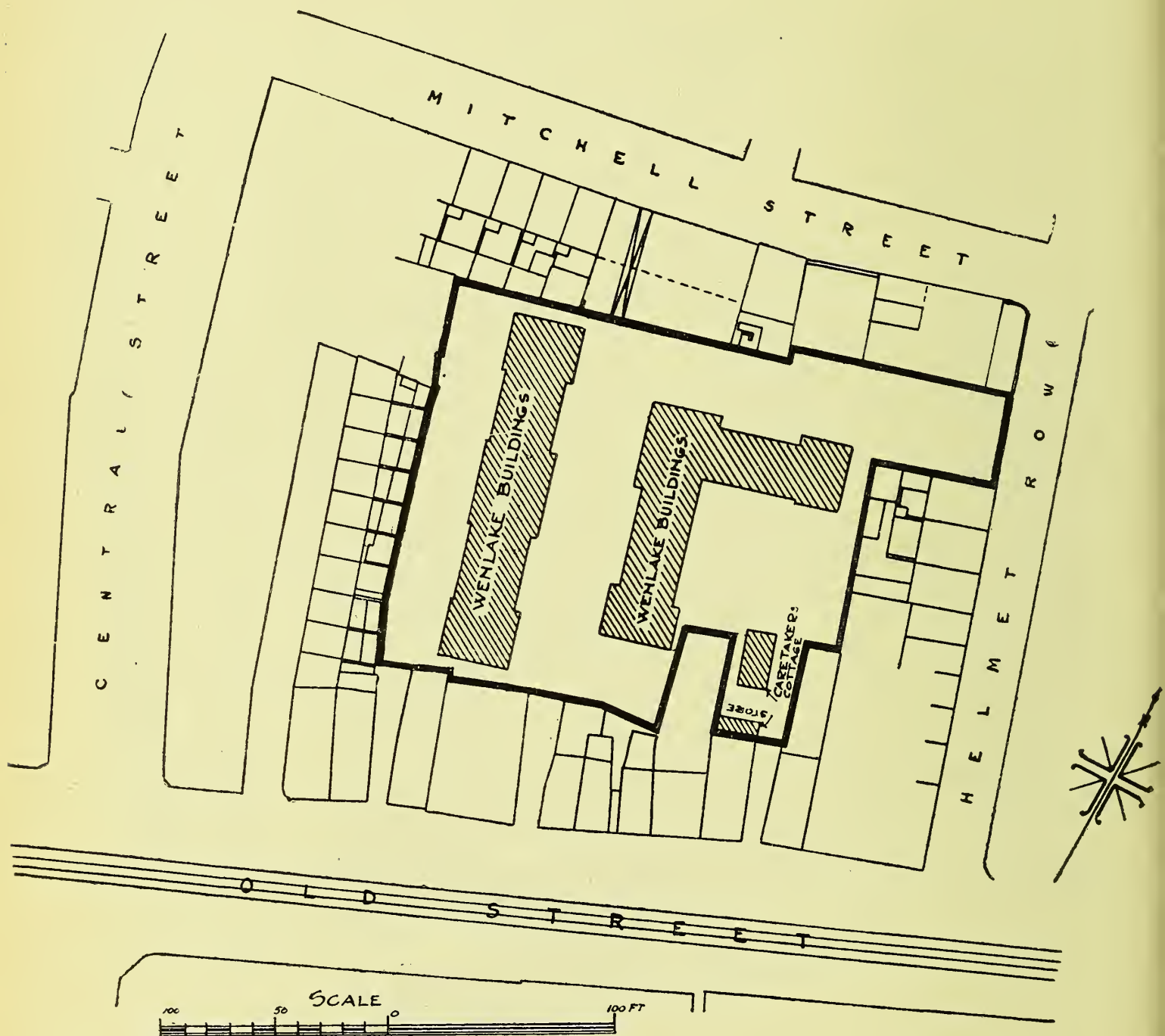
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displacement of 1,193 persons, and required the Council to provide on the cleared land re-housing accommodation for not fewer than that number.

\* *Housing Question in London*, pp. 223-5.



The old buildings on the Roby-street area were first demolished, and Wenlake-buildings, with accommodation for 496 persons, erected on the site. On the completion of these buildings in 1905 the Garden-row area was cleared and new dwellings, known as Chadworth-buildings, were completed in 1907, with accommodation for 720 persons. The re-housing obligation under the scheme

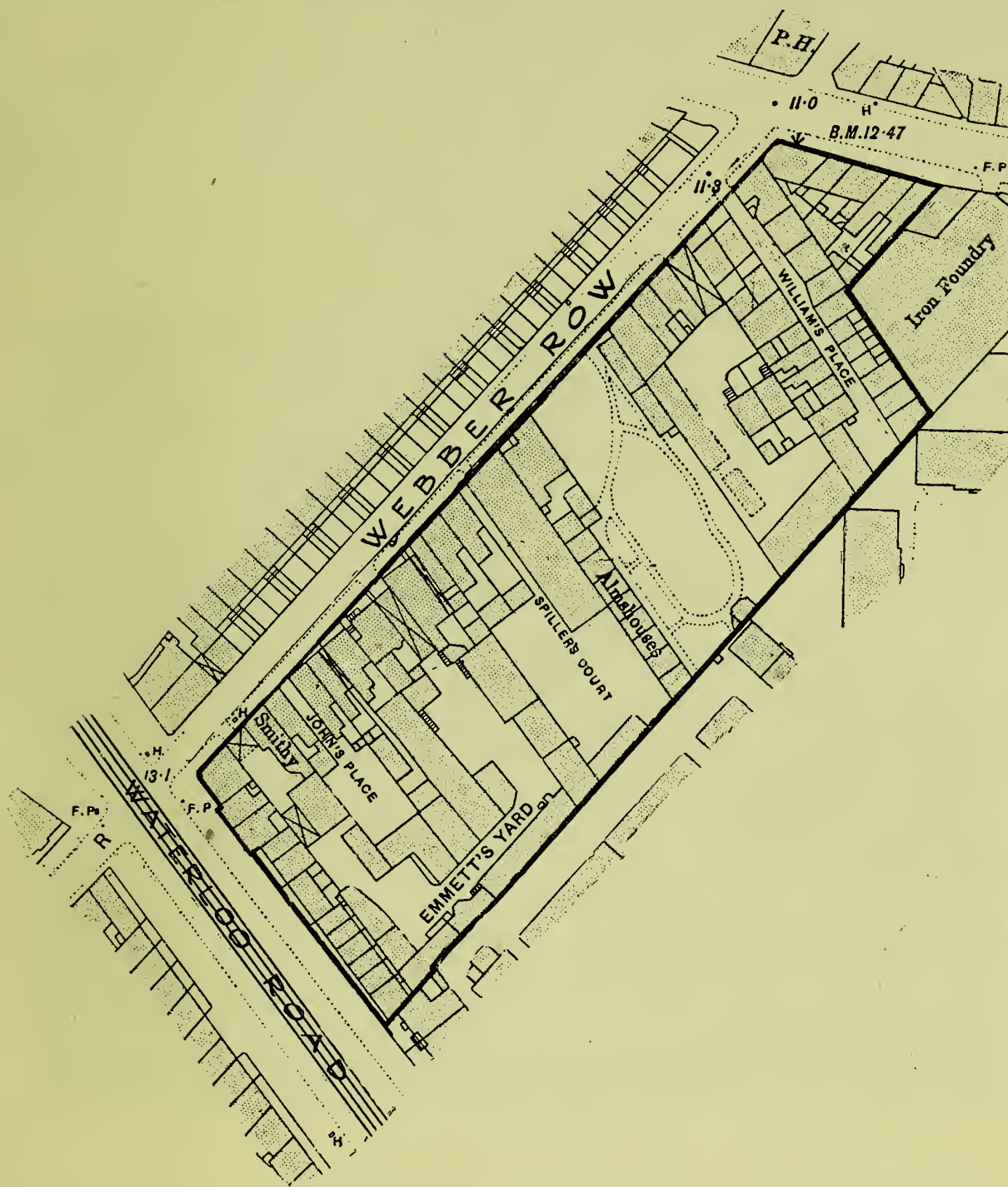


ROBY STREET AREA AS RE-DEVELOPED.

having been fulfilled, the other two areas were cleared and the land disposed of for commercial purposes. In 1909 the scheme was modified so as to relieve the Council of the obligation to widen the eastern portion of Baltic-street, and so as to provide for the widening of Hatfield-street, and for the widening and extension of Baltic-street at its western end being carried out in a slightly different manner from that required by the scheme.

(5) *London (Webber-row and Wellington-place and King's-bench-walk, Southwark) Improvement Scheme, 1899.*

In July, 1899, official representations were made by the medical officer of St. George-the-Martyr, Southwark, as to the Webber-row area between Blackfriars-road and Waterloo-road, the Welling-



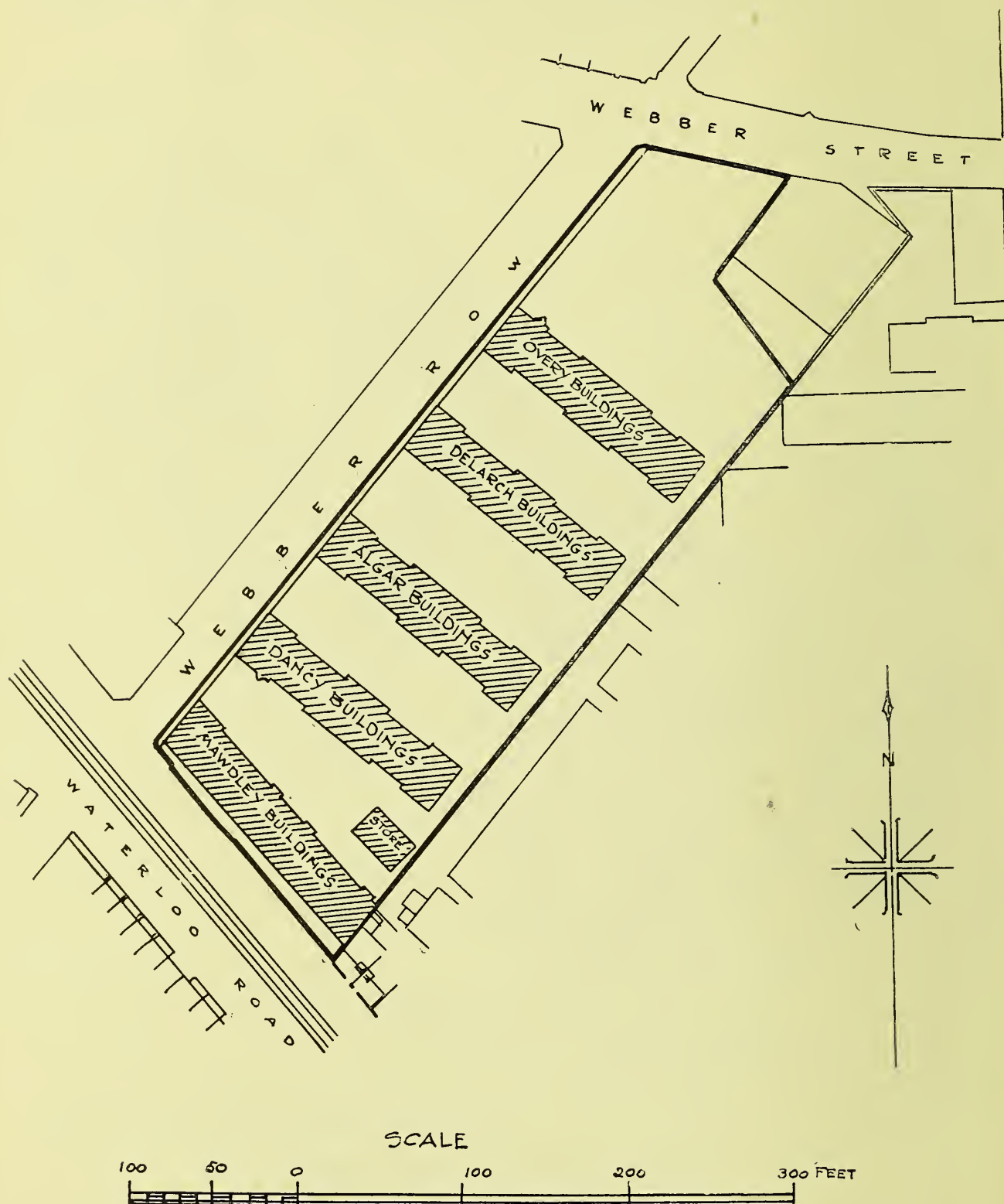
WEBBER ROW AREA, SOUTHWARK.

*Reproduced from the Ordnance Survey Map with the sanction of the Controller of H.M. Stationery Office.*

ton-place and King's-bench-walk area east of Blackfriars-road and south of Pocock-street, and the Grotto-place area between Great Suffolk-street and Southwark-bridge-road. The death-rate of the Webber-row area was 30.6, and of the Wellington-place, etc., area, 30.5 a 1,000, as compared with 24.9 in the parish of St.



George-the-Martyr, and 18.4 in London. The death-rate for children less than five years of age was very striking, being 148.4 a 1,000 for the Webber-row area, and 134.3 for the Wellington-place, etc., area, as compared with 87.6 in the parish and 61.7 in London.



WEBBER ROW AREA AS RE-DEVELOPED.

The Council accordingly on 24th October, 1899, decided to deal with these areas, but, as the death-rate in the Grotto-place area was less than that of the whole parish, consideration of the question of dealing with that area was postponed.\* The Council approved

\* *Housing Question in London*, pp. 226-8.

the scheme on 7th November, 1899, the local inquiry was held in March, and the provisional order was issued on 25th May, and approved by Parliament on 30th July, 1900. Considerable alterations were introduced by the provisional order into the original scheme, and in particular a large portion of the Webber-row, etc., property was left to be dealt with only as sound property. The Council therefore, considered the propriety of undertaking the scheme, but, after fruitlessly laying its views before the Secretary of State, it decided to proceed. The scheme involved the displacement of 997 persons and accommodation for not fewer than 903 persons had to be provided on the cleared land. Two slight modifications were subsequently obtained, which had the effect of excluding two sets of premises from the operation of the scheme.



WEBBER ROW ESTATE.—MAWDLEY BUILDINGS.

On 2nd December, 1902, the Council decided to build a lodging-house for women on a portion of the Webber-row area, and plans of this house, together with plans of six blocks of five-storey dwellings to be erected on the area were submitted to the Secretary of State, who approved the plans of five blocks of dwellings, but intimated that he would prefer not to give his sanction as regarded the lodging house and sixth block, as the liability of the Council under the scheme would be complied with by the erection of five blocks. An application for a modification of the scheme to extend the re-housing obligation to the extent of providing accommodation



for 2,186 persons, was refused, as the Local Government Board thought that any accommodation which the Council desired to provide in excess of the obligation should be provided under Part III. of the Act of 1890. Algar-buildings, Delarch-buildings and Overy-buildings were completed in 1906, and Dauncy-buildings and Mawdley-buildings in January and March, 1907, respectively, these dwellings providing accommodation for 1,143 persons.

Upon the completion of these buildings, the Wellington-place and King's-bench-walk area was cleared, and the Council was left free to dispose of the land for commercial or other purposes. Part has been disposed of, including an area which was given up to the Pocock-street school in exchange for a portion of the school playground.

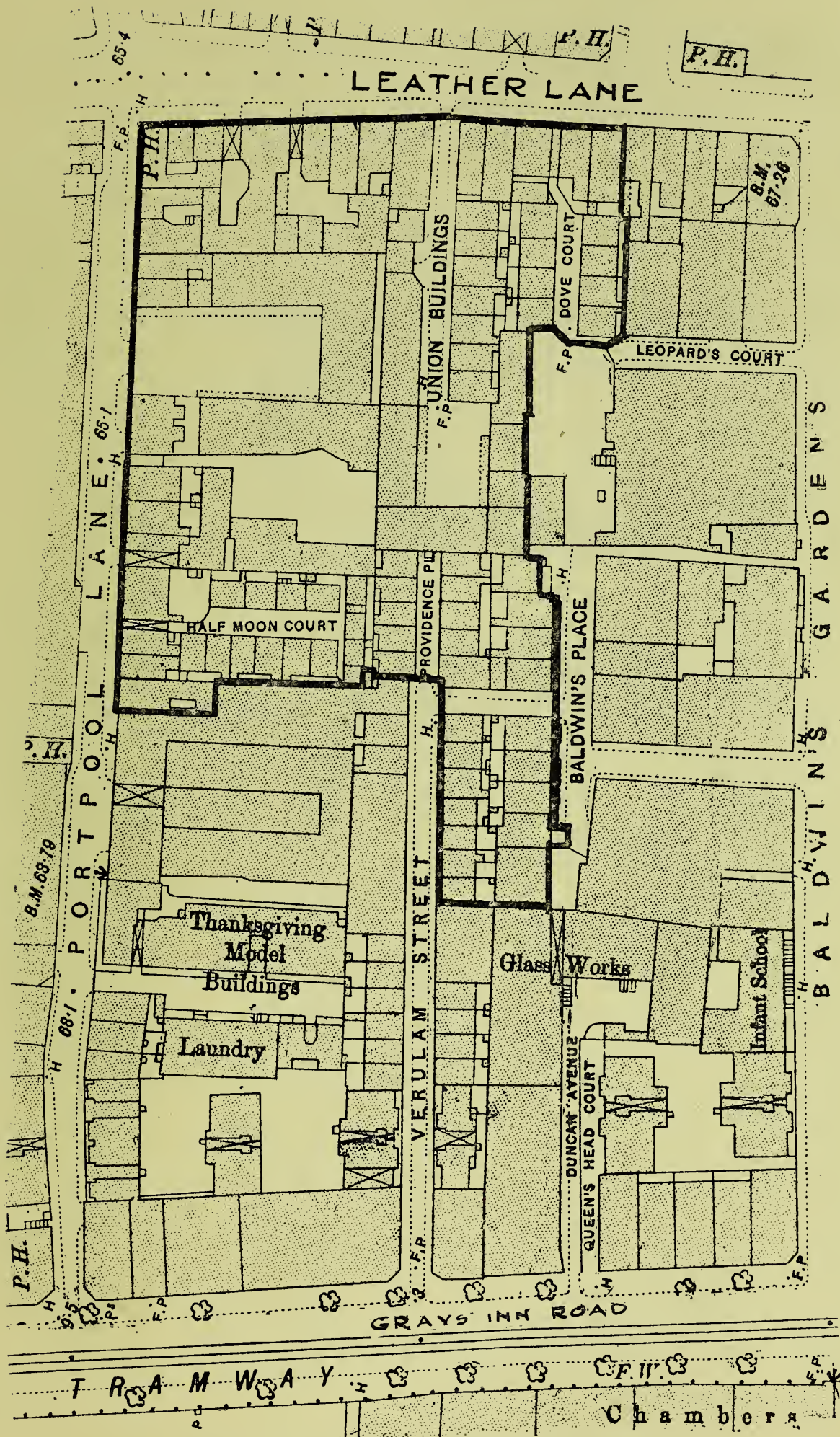
(6) *London (Aylesbury-place, Clerkenwell, and Union-buildings, Holborn) Improvement Scheme, 1899.*

The question of dealing separately with Bishop's-court, Jerusalem-court and Aylesbury-place had been before the Council since 1889, when in December, 1897, official representations were made by the medical officer of Clerkenwell with regard to the whole area containing these courts and lying between St. John-street, Aylesbury-street and St. John's-square. The Council at first inclined to the view that the area should be dealt with under Part II. of the Act of 1890. Attention was called in 1875 and again in 1890, to the Union-buildings area, Holborn, lying between Portpool-lane, Leather-lane and Verulam-street. It was not found possible to provide accommodation on the area for a reasonable number of persons, and, as there was not a suitable amount of vacant accommodation in the neighbourhood, the Council did not, at that time, feel justified in taking action. However, in 1899, an official representation as to the area was made by the medical officer of Holborn, and by dealing with the area in conjunction with the Aylesbury-place area (the two areas were only about half a mile apart) the Council was able to make satisfactory arrangements for providing adequate re-housing accommodation.

The average death-rate for the five years to 1899 was 36.4 a 1,000 on the Aylesbury-place area, as compared with 21.5 in Clerkenwell and 18.6 in London. For the four years to 1899 the average death-rate on the Union-buildings area was no less than 48.6 a 1,000, as compared with 23.4 in Holborn, and 19.3 in London. The death-rates from consumption alone were 7.96, 3.11 and 1.77 respectively. The Council on 24th October, 1899, ordered a scheme to be prepared relating to the two areas. The local inquiry was held in March, and the provisional order, which modified the draft scheme in certain details, was issued on 14th May and approved by Parliament in July, 1900. The scheme provided for the displacement of about 1,402 persons, and required the Council to erect on the cleared land buildings to accommodate not fewer than 1,414 persons.\*

\* *Housing Question in London*, pp. 228-31.

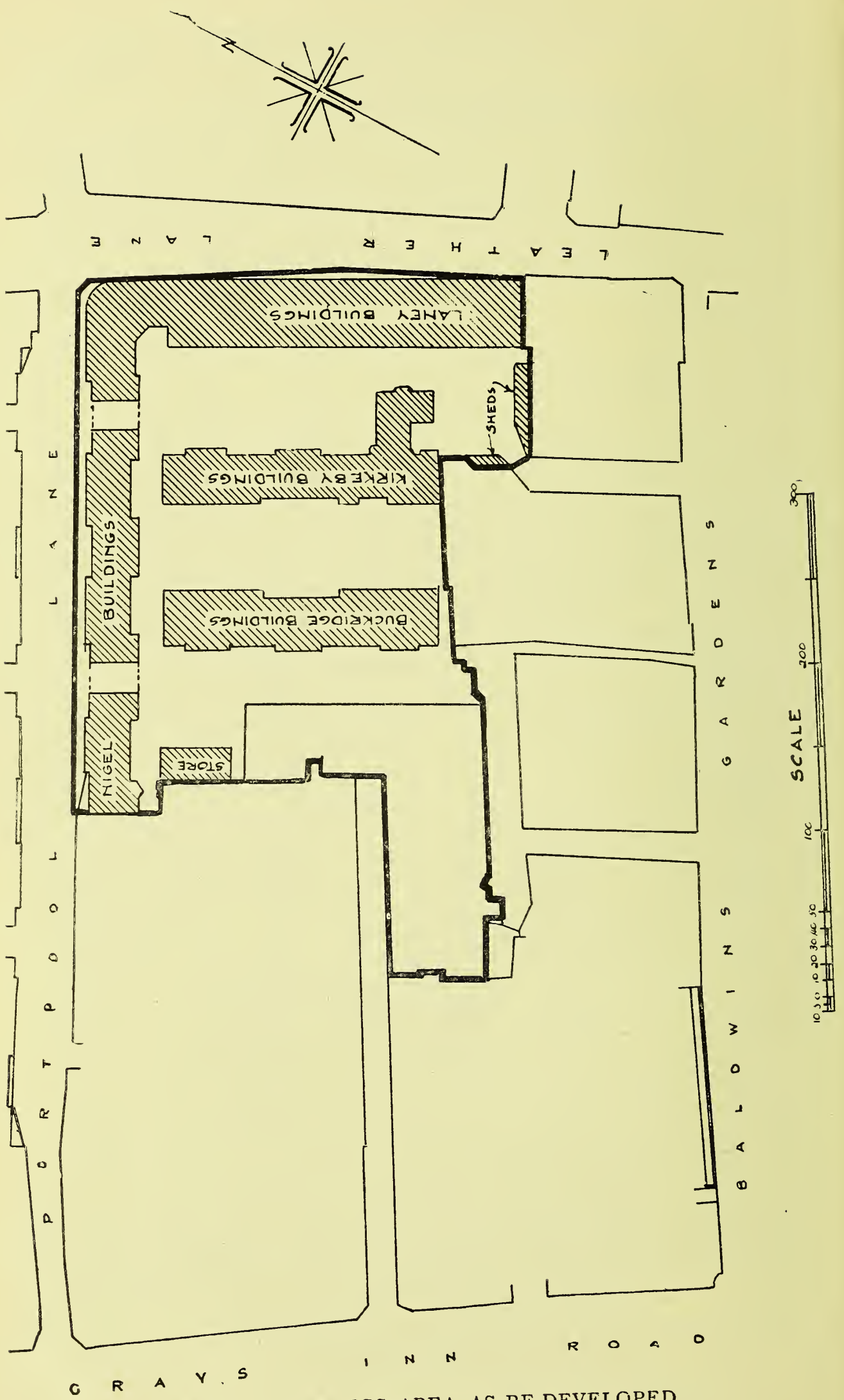




UNION BUILDINGS AREA, HOLBORN.

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UNION BUILDINGS AREA AS RE-DEVELOPED.

Modifications of the scheme were obtained in 1901 and 1902, which had the effect of excluding three houses from the operation of the scheme. The arrangements for the provision of re-housing accommodation, being somewhat different from those originally proposed, necessitated a further modification of the scheme, and this modification was sanctioned in October, 1905.

Accommodation for 164 persons was first provided in Mallory-buildings (completed in July, 1906) on a site comprising part of the Aylesbury-place area, and part of the surplus land from the St. John-street improvement. The old houses on the Union-buildings area were demolished in 1905-6, and four blocks of dwellings (Nigel, Laney, Kirkeby and Buckridge) with accommodation for 1,260 persons were designed on the lines adopted for the buildings on the Bourne estate\* and erected in 1907-8 on part of the site. The remainder of the land has been disposed of, while the greater part of the surplus land near Aylesbury-place is still available for commercial purposes.†

(7) *London (Burford's-court, Tucker's-court and Favonia-street) Improvement Scheme, 1899.*

Official representations were made by the medical officer of Poplar in November, 1898, and May, 1899, with regard to the Burford's-court area at the junction of East India-dock-road and the approach to Blackwall-tunnel, the Tucker's-court area on the south side of High-street, Poplar, and opposite North-street, and the Favonia-street area a little to the west of the River Lea and to the south of the Stepney workhouse in Love-lane and St. Leonard-street. The death-rate for the years 1894-9 in the first two areas was slightly over 25 a 1,000, as compared with 20.9 in Poplar and 18.4 in London. The death-rate of children under five years of age was 92.6 a 1,000 in the Burford's-court area and 108.7 a 1,000 in the Tucker's-court area, as compared with 70 in Poplar and 61.7 in London. The population of the Favonia-street area was too small to enable reliable statistics to be obtained. The Council on 7th November, 1899, approved a scheme for dealing with the three areas.‡ The local inquiry was held in March, and the provisional order was issued on 14th May, and confirmed by Parliament in July, 1900. The scheme, as approved, provided for the laying out of the Favonia-street area as an open space, the disposal of the other areas as surplus land, and for the re-housing, on a site in Preston's-road,§ of the 269 persons whose displacement was authorised. The buildings were completed in 1904. The Favonia-street land was laid out as a playground, which is maintained by the Council.

\* See pp. 87-9.

† For plans and additional illustrations see pp. 119-22.

‡ *Housing Question in London*, pp. 231-3.

§ See p. 94.



(8) *London (Nightingale-street, Marylebone) Improvement Scheme, 1899.*

In November, 1898, the medical officer of St. Marylebone drew attention to the Nightingale-street area, to the north of Church-street, Marylebone. Representations were made to Viscount Portman, the freeholder, who pointed out that, owing to certain unexpired leases, he was unable to deal with the matter by agreement. He welcomed, however, a suggestion that he should co-operate with the Council under section 6 of the Act of 1890. Accordingly in November, 1899, an official representation was made by the medical officer. The death-rates for the area for the eight years 1890-8 were at all ages 36.5, and for children under five years of age 109.9 a 1,000, as compared with 18.3 and 59.6 respectively in St. Marylebone. The Council on 14th November, 1899, approved a scheme, to which Lord Portman was a party, to provide that all interests, other than the freehold, should be acquired by the Council at the sole expense of Lord Portman, and handed over to him, that a portion of the cleared land should be laid out as a playground, and that Lord Portman would secure the erection on the remainder of buildings to accommodate not fewer than the number (576) of persons to be displaced.\* The local inquiry was held on 6th April, and the provisional order was issued on 16th June, and confirmed by Parliament in August, 1900.

The claims in respect of property were delivered to the Council, but the negotiations were conducted through Lord Portman's agent, who consulted the Council before terms were finally settled. The Council on 4th March, 1902, subject to a proviso that the areas of living rooms and bedrooms were to be not less than 144 square feet and 96 square feet respectively, approved plans of buildings to accommodate 630 persons, and these were erected on behalf of Lord Portman during 1904-5.

(9) *London (Providence-place, Poplar) Improvement Scheme, 1901.*

On 25th July, 1900, the medical officer for the Poplar and Bromley divisions of the Poplar district made official representations with regard to the King-street and Providence-place areas. The first-named area consisted of two small courts and premises in King-street, comprising only nine houses, a smithy, and the site of one house, and the Council considered that the area should be dealt with by the Poplar Metropolitan Borough Council under Part II. of the Act of 1890. The Providence-place area, situated to the south of East India-dock-road, and to the east of Poplar church, was nearly an acre in extent, with a population of 411 persons, and the houses were for the most part two-storey cottages, situated in ill-arranged courts. The death-rate from all causes in 1895-99 was 33.6 a 1,000, as compared with 21.3 in Poplar and 18.7 in London. On 29th October, 1901, and 28th January, 1902, the Council approved a scheme which provided for the clearance of the greater part of the area and the consequent displacement of

\* *Housing Question in London*, pp. 233-5.

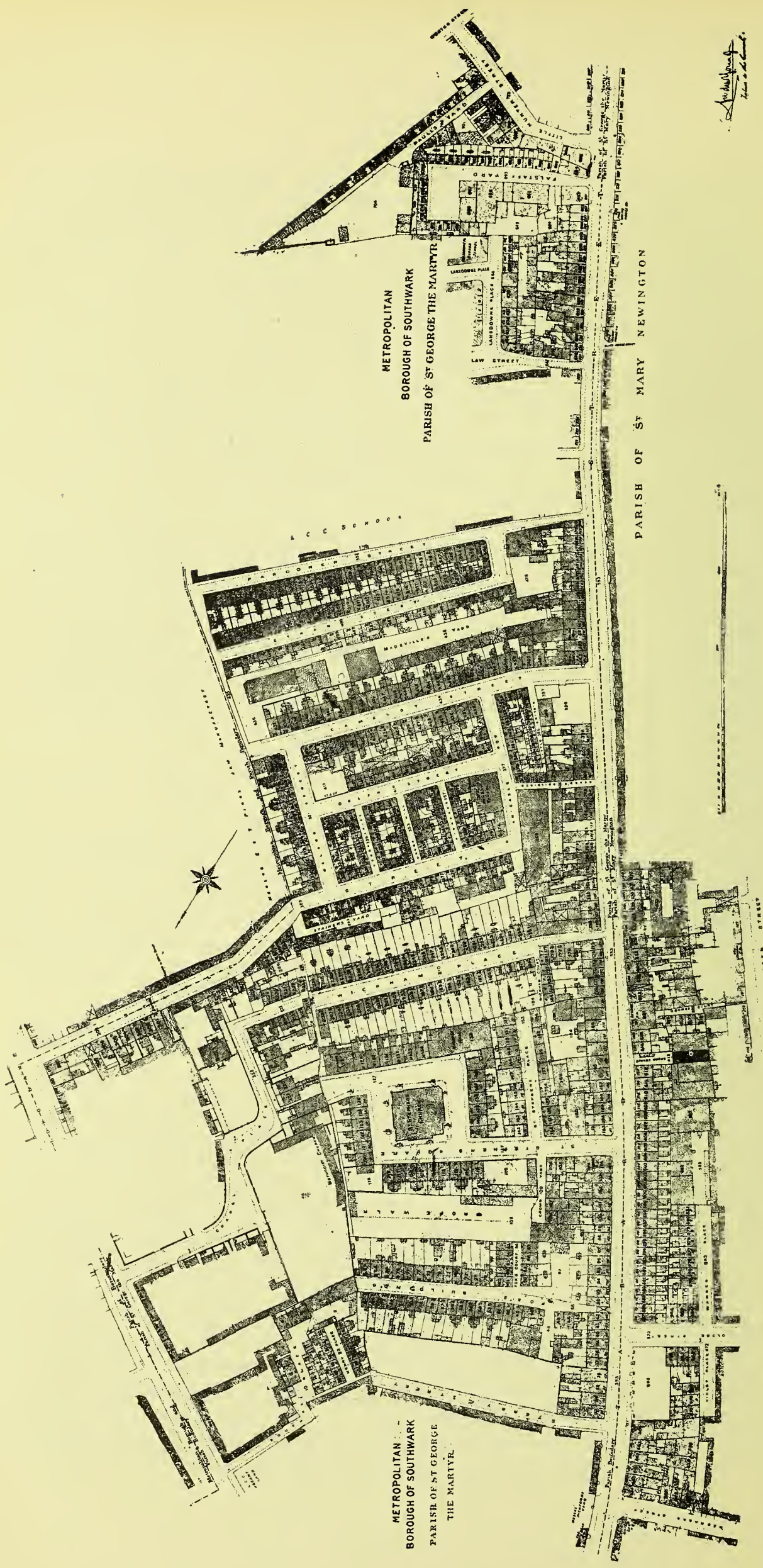
361 persons, the provision of new accommodation on the cleared land for about 400 persons, the widening of a length of Union-street and the continuation of that thoroughfare to Woolmore-street. The local inquiry was held on 11th April, the provisional order sanctioning the scheme was issued in May and confirmed by Parliament in July, 1902. All interests in the property were acquired by about the end of 1903. Before proceeding further, however, the Council, in view of the difficulty experienced in letting other of its dwellings in the neighbourhood, approached the Local Government Board with a view to transferring the re-housing obligation to some other site where there was a greater demand for accommodation, the site suggested to the Board being the surplus land from the Webber-row, Southwark, scheme. Ultimately, in March, 1907, the Local Government Board released the Council from the obligation to provide any re-housing accommodation under the scheme. As regards the proposal that the re-housing accommodation under the scheme should be provided at Webber-row, Southwark, the Board was not satisfied as to the necessity for providing further working-class accommodation in that district. The greater part of the cleared land was used for education purposes. A few small plots have still to be disposed of.

(10) *London (Tabard-street, Grotto-place and Crosby-row) Improvement Scheme, 1910.*

In 1884 the Metropolitan Board of Works had carried out a scheme (Metropolis (Tabard-street, Newington) Improvement Scheme, 1884) for the improvement of a small area to the west of the northern end of Tabard-street. Representations were made to the Council in 1889 with regard to a small part of the Tabard-street area, Southwark, in 1899 with regard to the Grotto-place area, Southwark, and in 1904 with regard to the Crosby-row area, Bermondsey, but in each case the Council decided to take no action, chiefly because it considered that the areas were too small to be dealt with under Part I. of the Act of 1890.

On 30th June, 1910, the medical officer of Southwark, made official representations with regard to the Tabard-street and Grotto-place areas, and on the same date the medical officer of Bermondsey similarly represented the Crosby-row area. The Tabard-street area, which lies between Long-lane and Great Dover-street, contains about 14.3 acres, and comprises 649 houses with a total population of 3,552. George-court is in parts only 3 feet wide, Little Britain 5 feet, Wickham-court 7½ feet, and several streets do not exceed 10 feet in width. Out of 32 streets in the area no fewer than 13 are *culs-de-sac*. The Grotto-place area, which lies to the west of Southwark-bridge-road, is about 1.6 acres in extent, and contains 138 houses, with a total population of 567. The Crosby-row area, which is situated on the east side of that road, between Snow's-fields and Long-lane, is about 1.1 acres in extent, and contains 88 houses, occupied by a total of 474 persons.





TABARD STREET AREA, SOUTHWARK.

*Amesbury*  
1861



Particulars of the death-rates in the three areas as compared with the death-rates in their respective boroughs and in London, are given in the following table :—

	Average yearly death-rate a thousand.		
	All causes.	Phthisis.	Principal epidemic diseases.
<i>Period 1904-8.</i>			
London .. .. .	14·9	1·44	1·71
Southwark .. .. .	18·2	2·09	2·29
Tabard-street area ..	36·8	3·88	6·07
<i>Period 1905-9.</i>			
London .. .. .	14·5	1·38	1·54
Southwark .. .. .	17·5	1·98	1·99
Grotto-place area ..	39·1	6·10	2·60
Bermondsey .. .. .	18·9	1·87	2·38
Crosby-row area ...	30·9	2·46	6·27

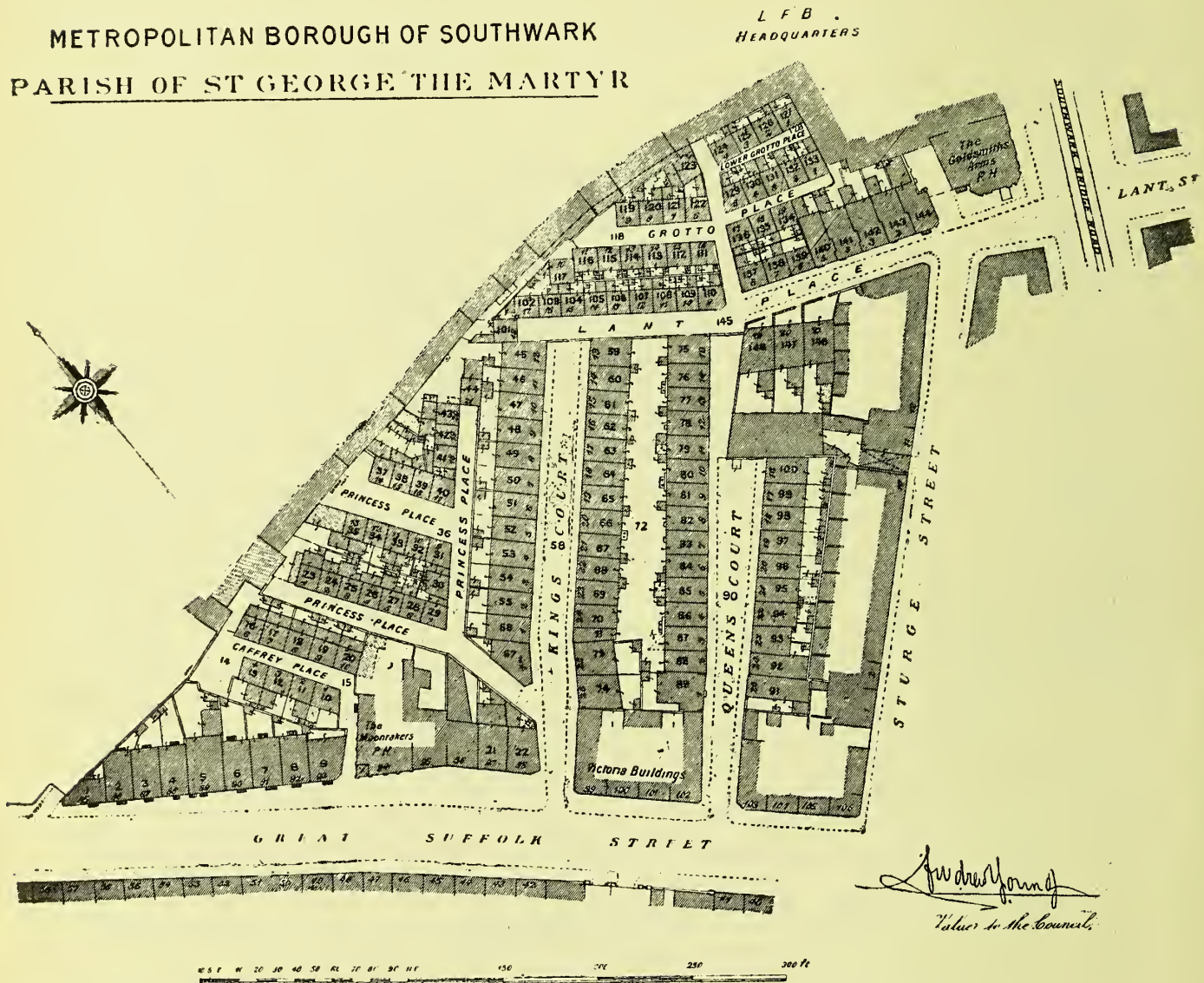
The death-rate from all causes in the Tabard-street area was, therefore, more than twice that of Southwark, which, in its turn, was considerably above that of London. The death-rate from phthisis in the area was nearly twice that of the borough and nearly three times that of London. The death rate from the principal epidemic diseases was more than two and a-half times that of the borough and more than three and a-half times that of London. The Grotto-place and Crosby-row areas are small for the calculation of reliable death-rates, but the figures obtained show that in the former area the death-rate from all causes was more than twice, that from phthisis more than three times, and that from the principal epidemic diseases nearly one and a-half times that of Southwark. The death-rate from all causes in the Crosby-row area was more than one and a-half times, that from phthisis nearly one and-a-half times, and that from the principal epidemic diseases more than two and a-half times the corresponding death-rate of Bermondsey.

The narrowness of the streets, the closeness of the houses, the defective planning and the damp or otherwise insanitary condition of most of the houses rendered it impossible to effect any great or lasting benefit to the Tabard-street area by dealing with individual properties. The Council, therefore, decided to deal with the matter on a comprehensive scale. It decided, at the same time, to take advantage of the opportunity for dealing with the Grotto-place and the Crosby-row areas, which it had always considered were too small to be dealt with separately. The total number of persons of the labouring class was 4,552, made up as follows :—Tabard-street, 3,517; Grotto-place, 567; Crosby-row, 468. It was ascertained that within a radius of about one mile from Tabard-street, on the south side of the Thames,



there were 1,784 vacant houses and tenements, containing 5,977 rooms, of which 1,807 were in good condition, and 3,707 in fair condition. On the usual basis of two persons to a room, this represented accommodation for 11,954 persons, or nearly three times the number to be displaced. The demand for accommodation in block dwellings in London is decreasing, and in particular there was no great demand for tenements in block dwellings near Tabard-street. On the other hand, there were a number of persons whose occupations rendered it unlikely that they

METROPOLITAN BOROUGH OF SOUTHWARK  
PARISH OF ST GEORGE THE MARTYR



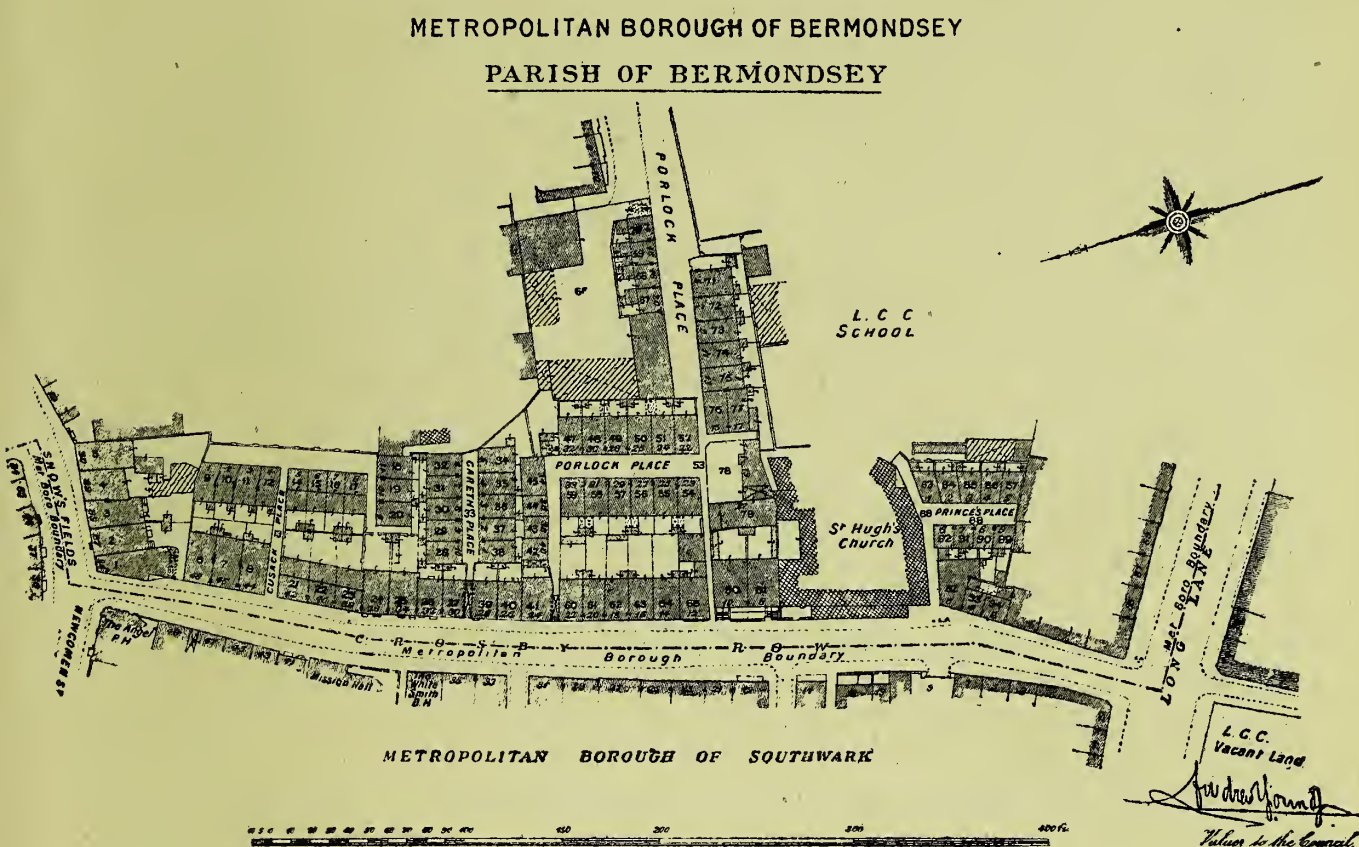
GROTTO PLACE AREA, SOUTHWARK.

would remove to any great distance from their homes. In preparing the draft scheme the Council, therefore, arranged for accommodation on the area for only 2,450 persons. A considerable amount of surplus land was thus left, which, in the ordinary course, the Council would be left free to sell, lease or otherwise dispose of as it thought fit. It would be difficult to sell or lease immediately such a large quantity of land for commercial purposes; moreover, the erection of factories on the greater portion of the surplus land would seriously militate against the letting of any dwellings which the Council might erect. On the



other hand there is great need for additional public open space in the locality, for, apart from a few small areas, there is no open space available for recreation nearer than Southwark-park and Kennington-park, which are a mile and a-half from Tabard-street. The Council decided that the central portion of the Tabard-street area about 5 acres in extent, should be laid out as a public open space, and that the requisite re-housing accommodation should be provided in five-storey balcony block dwellings overlooking the open space. Dwellings so favourably situated would readily let.

It was proposed that the remainder of the Tabard-street area, comprising about three acres, and that the whole of the two smaller areas should be utilised for commercial purposes.



The street widenings and extensions for which provision was made in the scheme, may briefly be described as follows. Roads will be formed on each side of the open space : two of these will be new streets, and two will consist of widenings of Tabard-street and Pardoner-street. The road on the north side of the open space will be continued in an easterly direction so as to provide through communication between Long-lane and Tabard-street. Staple-street will be widened, and Globe-street also between Tabard-street and Violet-place. On the detached (southern) portion of the Tabard-street area, Little Hunter-street, Tabard-street, Law-street and Lansdowne-place will be widened, and the last mentioned thoroughfare will be continued to meet Little Hunter-street. On the Grotto-place area a new road will be constructed forming a continuation of Lant-street and emerging into Great



Suffolk-street at King's-court, about 50 yards north of Sturge-street. On the Crosby-row area, Crosby-row and Snow's-fields will be widened within the limits of the area, and a new road will be formed from Crosby-row on the site of Porlock-place. All the new streets will be made 40 feet wide, and the existing roads, where widened, will be made of the same width.

The Council on 8th November, 1910, approved the proposals, and a draft scheme in accordance therewith was duly submitted to the Local Government Board. As a result of the local inquiry held in April and May, 1911, the Board agreed to make an order confirming the scheme, but called attention to certain suggestions, the chief of which were as follows :—(i.) that the Council should erect on the detached portion of the area between Law-street and Little Hunter-street as many cottages as could conveniently be erected ; and (ii.) that provision should be made for the storage of costermongers' carts and barrows. With regard to (i.), the Council was advised that the erection of cottages instead of commercial buildings on the site would increase the net cost of the scheme by £8,500. The Council considered that the draft scheme made sufficient provision for re-housing, but, recognising that the question was a debateable one, agreed to provide the additional accommodation. In the case of (ii.), the Board had been informed that among the persons to be displaced were a number of street traders (costermongers and the like) representing with their families about 296 persons, and that these persons kept their barrows and carts in the *culs-de-sac*, courts and alleys opposite their dwellings. It was ascertained that of these 296 persons, only about 104 were traders, etc., the balance of 192 being dependents, that many did not use a barrow but only a basket or a tray, and that hand-barrows were almost exclusively used, only one case of a horse and cart being met with. Very few of these traders owned their barrows, but hired them daily or weekly from persons who made a business of hiring out barrows. The Council, therefore, asked the Board not to insist upon the latter part of the proposal, and suggested that the proviso to be inserted in the order should take the form of requiring the Council to provide on the Tabard-street area such accommodation for the storage of barrows as might in the opinion of the Board be required for the use of such street traders as would be displaced by the scheme.

The scheme was confirmed by the Board on 13th March, 1912. The confirming order requires the provision on the Tabard-street area (i.) of accommodation for not fewer than 2,580 persons, including not fewer than 25 cottages on the detached site in Law-street referred to above, and (ii.) of accommodation for the storage of barrows to the extent suggested by the Council. St. Stephen's Vicarage has, in accordance with the Council's request, been excluded from the scheme. The clearance of the three areas is to be carried out in five sections and the new dwellings on one section have to be completed before any persons are displaced from a

further section. Except in the case of the first section, therefore, new accommodation will be ready for the inhabitants before they have to leave their old houses. The cost of laying out and maintaining the open space is to be regarded as a parks charge and not as a housing charge, although, of course the cost of acquiring the land will form part of the cost of the scheme.

The expenditure involved in the execution of the scheme as confirmed is estimated as follows:—

*Tabard-street area—*

Gross cost of acquisition of property	..	..	£364,500	
Cost of roads, etc.	..	..	23,800	
			<hr/>	£388,300

*Grotto-place area—*

Gross cost of acquisition of property	..	..	45,000	
Cost of roads, etc.	..	..	2,600	
			<hr/>	47,600

*Crosby-row area—*

Gross cost of acquisition of property	..	..	28,000	
Cost of roads, etc.	..	..	3,100	
			<hr/>	31,100

Total gross cost of the scheme	..	..	..	467,000
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*Less—Estimated value of surplus lands and re-housing sites—*

Tabard-street area	..	..	..	48,100
Grotto-place area	..	..	..	20,000
Crosby-row area	..	..	..	9,000
			<hr/>	77,100

Total net cost of the scheme	..	..	..	<hr/> £389,900 <hr/>
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The cost of dwellings to accommodate 2,580 persons is estimated at £129,175. It is anticipated, however, that all outgoings, including capital charges, will be met out of the rents received, so that this expenditure should not involve any charge upon the county rate.



## CHAPTER VII.

SCHEMES UNDERTAKEN BY THE COUNCIL UNDER PART II. OF THE  
HOUSING OF THE WORKING CLASSES ACT, 1890.

It will be remembered\* that Part II. of the Act of 1890 empowered metropolitan borough councils, or the Council in default, to take proceedings before a magistrate for the closing and demolition of single houses unfit for human habitation, and that it empowered the Council and the metropolitan borough councils, either jointly or separately, to undertake schemes relating to slum areas which were too small to be of general importance to the county, the provision of re-housing accommodation in such cases being a matter entirely within the discretion of the Local Government Board. Section 72 of the Act provided that, if an official representation related to not more than ten houses, the case should be represented to, and dealt with by, the local authority under Part II. of the Act. In cases in which more than ten houses were affected it is difficult to state exactly the principles on which it has been determined whether areas should be dealt with under Part I. or under Part II., or whether the work should be undertaken by the Council or by the local authority. In view of the terms of the Act, it is natural that the size of the area and the number of persons affected should be important factors. Four schemes under Part II. have been executed by the Council and ten by the local authorities. Details of the Council's schemes are given below and summaries of these and of the schemes executed by the local authorities are given in Appendix IV.

(1) *London (Brooke's-market, Holborn) Improvement Scheme, 1891.*

In July, 1875, official representations were made by the medical officer of Holborn as to a large area between Gray's-inn-road, Portpool-lane, and Leather-lane. The Metropolitan Board of Works prepared a scheme relating to the greater part, but, as this was not approved by the Secretary of State, the matter was dropped. Informal representations were afterwards made to the Council which in October, 1891, decided to take action under Part II. of the Act of 1890, with regard to property in and near Brooke's-market, the Holborn District Board contributing one-half, not exceeding £3,000, of the cost.† The scheme confirmed in March and August, 1892, provided for the displacement of 55 persons, and the erection on the cleared land of buildings to accommodate 60 persons. The property having been acquired, the Council in November, 1895, decided itself to erect the new buildings. The Local Government Board in August, 1896, agreed to this, and

\* See p. 18.

† The part near Union-buildings of the area represented in 1875 was dealt with under the Aylesbury-place and Union-buildings scheme. See pp. 50-3.

Cranley-buildings, to accommodate 60 persons, were erected by the Works Department. The land not needed for this purpose was paved with asphalte and planted with trees.\*

(2) *London (Mill-lane, Deptford) Improvement Scheme, 1892.*

Representations were made to the Metropolitan Board of Works in 1877 as to the Mill-lane, Deptford, area, but the Board declined to take action. The representation was renewed in March, 1891, and after the Greenwich District Board had agreed to contribute one-half of the net cost, the Council in July, 1892, decided to prepare a scheme for dealing with the property on the west side of the part of Mill-lane between Deptford-broadway and Friendly-street. The source of a serious outbreak of enteric fever in south-east London was traced to ice-cream sold from houses within the area. The scheme authorised the acquisition of 50 houses occupied by 715 persons, the erection of dwellings to accommodate 550 persons, the widening of Mill-lane to 40 feet, and the dedication as a highway or open space of any surplus land. No fewer than 429 of the persons displaced had occupied accommodation in common lodging-houses, and the Council, therefore, thought it desirable that the new accommodation should be provided in a common lodging-house and in block dwellings. The district board, however, favoured the erection of cottage dwellings. It would not have been possible to provide in cottages on the cleared land accommodation for the requisite number (550), and the Local Government Board offered to reduce this number to 272 on condition that the Council provided on land in the neighbourhood accommodation for 278 persons. This was found to be impracticable, and it was, therefore, decided to erect a lodging-house for men and cottage dwellings.† Sylva-cottages, with accommodation for 144 persons, were erected in 1902, and opened in March, 1903, while the lodging-house, known as Carrington-house,‡ to accommodate 803 persons, was completed by November, 1903.

(3) *London (Ann-street, Poplar) Improvement Scheme, 1893.*

In 1889 the Poplar District Board called attention to the condition of the Ann-street area between East India-dock-road, Brunswick-road, and St. Leonard's-road. Unsuccessful attempts having been made to obtain closing orders under the Act of 1890, the Council, with the concurrence of the district board, decided to proceed with a clearance scheme under Part II. of the Act. A scheme was approved by the Council in February, 1893, and the necessary sanctioning and confirming orders were issued early in 1894. The Home Secretary fixed the amount of the district board's contribution at £4,400, being one-half of the estimated cost.

\* *Housing Question in London.* pp. 236-8.

† *Ibid.*, pp. 238-41.

‡ See pp. 97-8.



The number of persons of the working-class to be displaced was 261. Accommodation, however, had to be provided for only 180, but, on the other hand, the sanctioning order required that accommodation for at least 100 persons should be provided before more than 150 persons were displaced. The necessary property was acquired by 1895, and, as an offer by the East End Dwellings Co. to purchase the vacant land to the east of Ann-street for £2,250, and to erect dwellings thereon to accommodate 180 persons, fell through, the Council had to arrange for the erection of buildings.\* Adelaide-buildings, with accommodation for 190 persons, were completed in September, 1901, and Sydney-buildings and Melbourne-buildings, with accommodation for 440 persons, in December, 1902. The total accommodation provided was, therefore, for 630 persons instead of for only 180 persons as required by the scheme.

(4) *London (Falcon-court, Borough) Improvement Scheme, 1895.*

Falcon-court and Birdcage-alley on the west side of Borough High-street were officially represented to the Council under Cross' Acts by the medical officer of Southwark in May, 1889. The Council, however, considered that the areas should be dealt with by the vestry of Southwark under Torrens' Acts. The Home Secretary decided that, as the Act of 1890 had in the meantime become law, the vestry should deal with the areas under Part II. of that Act, the Council contributing one-third of the cost. The vestry already had in hand the Green-street and Gun-street areas,† and therefore urged the Council to undertake the scheme, and at the same time suggested the inclusion of Brent's-court, Eve's-place, Redcross-place and Maypole-alley. Eventually the vestry agreed to contribute one-half of the cost, and the Council decided to undertake the larger scheme. The Local Government Board held the local inquiry in April, 1896, but the sanctioning order was not issued until July, 1898, and the confirming order until the following November. The scheme involved the displacement of about 824 persons. The cleared land was not suitable for the erection of dwellings, so that the Council was empowered to dispose of it for ordinary purposes, but it was required to purchase other land in the parish under Part III. of the Act of 1890, and to provide accommodation thereon for not fewer than 500 persons.‡ The demolition of the property was completed during 1902. A portion of the cleared land was tar-paved and opened for use as a children's playground. It was named *Little Dorrit's Playground* from its proximity to the site of the Marshalsea prison, which, with its inmates, furnished Dickens with the theme for his story *Little Dorrit*.§

\* *Housing Question in London*, pp. 241-3.

† See p. 65.

‡ *Housing Question in London*, pp. 243-5.

§ An account of the buildings erected is given on pp. 65-6.

## CHAPTER VIII.

## PROCEEDINGS OF THE COUNCIL UNDER PART III. OF THE HOUSING OF THE WORKING CLASSES ACT, 1890.

The Council's action under Part III. of the Act of 1890, (i.) in purchasing certain land and buildings in Dufferin-street, St. Luke, has already been described,\* and (ii.) with regard to the Parker-street and Carrington House lodging houses can be treated of more conveniently in other sections.† The erection of these lodging-houses, although technically under Part III., was really undertaken in order to fulfil re-housing obligations in connection with schemes for dealing with insanitary areas.

(iii.) *Sites in Green-street and Boyfield-street (formerly Gun-street), Southwark.*

The vestry of St. George-the-Martyr, Southwark, having acquired in virtue of schemes under Part II. of the Act of 1890, certain premises in Green-street and Boyfield-street and adjoining roads, was under an obligation to provide on the cleared land accommodation for 72 persons and 144 persons respectively. The vestry asked the Council to buy the land and to take over the obligation, and, as the Council was willing to do so, the Local Government Board issued the necessary modification orders. A price of £3,860 was agreed upon between the Council and the vestry in July, 1895. Plans and working drawings were prepared and in March, 1896, the Council decided to erect four blocks of dwellings, with a total accommodation for 418 persons—Merrow-buildings and Ripley-buildings on the Green-street area, and Albury-buildings and Clandon-buildings on the Gun-street area. The work was completed by about the middle of 1897.‡

(iv.) *Borough-road and Green-street, etc., sites, Southwark.*

The execution of the Falcon-court, Borough, scheme § involved the displacement of about 824 persons, and accommodation had to be provided for 500 of these, not on the cleared land, but on land to be purchased by the Council in the parish under Part III. of the Act of 1890. For this purpose the Council in July, 1895, decided to buy a site in Borough-road from the trustees of the Bridge House estate, and a site in Garden-row from a private individual. The price for the former was agreed at £8,000. Although a local inquiry was held on behalf of the Local Government Board in February, 1896, the provisional order was not confirmed until March, 1897, and, owing to this delay, the owner of the Garden-row site proceeded during 1896 to build on his land. The additional expense which would have been thus involved rendered it impracticable for the Council to complete the purchase, and

\* See p. 27.

† See pp. 97-8.

‡ *Housing Question in London*, p. 265.

§ See p. 64.



it therefore acquired a site in Green-street with additional land extending to Pocock-street at a total cost of £5,900. Murphy-buildings, Hunter-buildings and Gardiner-buildings on the Borough-road site were designed by Messrs. Joseph, Son and Smithem, and erected, at their suggestion, on a system of separate contracts. The buildings, which were completed between May and October, 1900, contain



BOROUGH ROAD ESTATE—MURPHY BUILDINGS.

84 tenements with 200 rooms. On the usual basis of two persons a room, this represents accommodation for 400 persons, but the Board intimated that the accommodation could be regarded as only for 300 persons. Cobham-buildings on the Green-street site, with accommodation for 279 persons, were erected by the Council and completed in October, 1900.\*

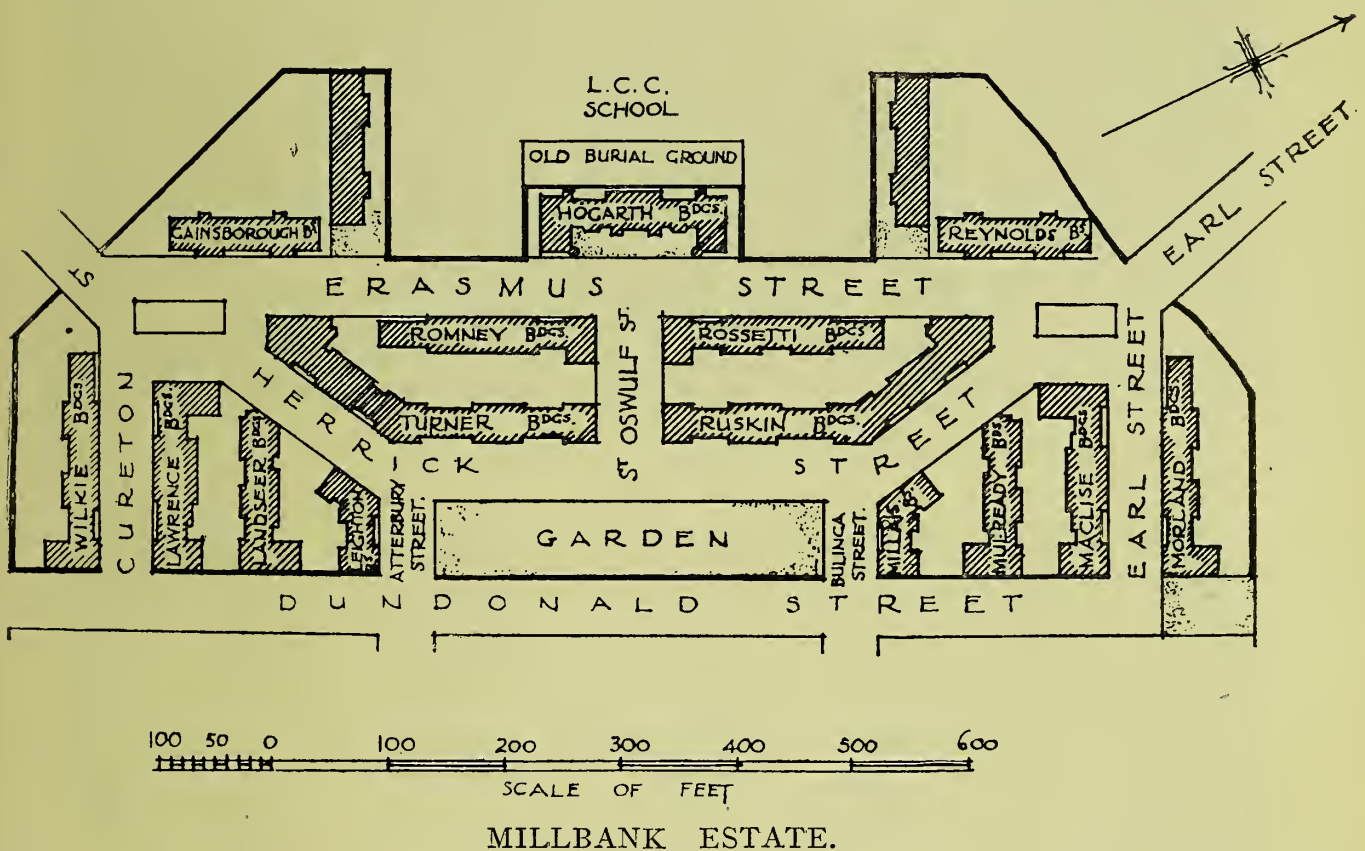
(v.) *Millbank-estate, Westminster.*

In accordance with a recommendation made by the Royal Commission on the Housing of the Working Classes, 1884-5,† the Housing of the Working Classes Act, 1885† (section 3) authorised the Treasury, in the event of Millbank prison being demolished, to sell to the Metropolitan Board of Works at a fair market price a portion of the site for the erection of working-class dwellings.

\* *Housing Question in London*, pp. 266-8.

† See p. II.

Prolonged negotiations took place between the Council and the Treasury, and it was finally agreed that about half the site should be sold to the Council at the price of £2,500 an acre, that a road, 50 feet wide, running north-east and south-west, should be constructed at the joint expense of the Council and the Government, and partly on the Council's land and partly on that retained by the Government, and that the Council should form two approaches to the estate. The purchase was not completed until December 1896, the purchase money being £22,242. A site which the Council had intended to convey to the London School Board was excluded from the arrangement and conveyed direct to the Board. The Home Secretary in August, 1893, had agreed to consider accommodation provided on the estate as re-housing



accommodation for persons displaced from any insanitary area within two miles thereof.

The formation of the roads with temporary surfaces and the construction of sewers were completed by the Council in 1898 at a cost of about £4,950, while the permanent paving works were completed by September, 1902, at a cost of £14,731. The property needed for the two approaches, from Earl-street on the north and Causton-street on the south, was bought in 1898 at a cost of about £4,000, the paving works costing in addition £430. The central site, with an area of 23,190 square feet, on the road dividing the Council's from the Government's land was laid out as a garden at a total cost of about £2,850.

The estate is situated to the rear of the National Gallery of British Art (Tate Gallery), and the dwellings on the estate were therefore named after various British artists. The



first block, Hogarth-buildings, with accommodation for 306 persons, was commenced by the Works Department in December, 1897, and completed in May, 1899. As regards buildings on the other sites, it was proposed that the Council's architect should prepare plans of dwellings to accommodate about 1,200 persons, and that a competition should be held among selected architects to determine what outside architect should be employed to prepare plans for the other dwellings. Eighteen architects were selected, from those who replied to an advertisement inviting the names of persons willing to compete. Seventeen designs were received, and upon the report of the assessor, Mr. W. D. Caröe, the first premium of £150 was awarded to Messrs. Spalding and Cross. After much consideration and alteration in the detail of the plans, it was not found possible to erect a block of dwellings according to this design without a charge on the rates. The Council's architect was, therefore, instructed to prepare plans for all the buildings which had still to be erected. §

Some particulars of the dwellings are given in the subjoined table :—

Name of buildings.	Accommodation provided.	Name of contractor.	Date of commencement.	Date of completion.
†Hogarth ..	306	Works Dept. ..	Dec., 1897 ..	May, 1899
†Leighton ..	120	Holloway Bros.	April, 1899 ..	June, 1900
*Millais ..	120	Do.	Do. ..	July, 1900
†Romney ..	290	Do.	Summer, 1899	Nov., 1900
†Turner ..	430	Do.	Do.	Dec., 1900
*Ruskin ..	430	Do.	Do.	Mar., 1901
*Rossetti ..	290	Do.	Do.	April, 1901
*Reynolds (2 blocks)	396	Spencer, Santo and Co.	Spring, 1900	Oct. and Dec. 1901.
Mulready ..	230	Do.	Do.	Dec., 1901
†Maclise ..	296	Do.	Do.	Feb., 1902
†Landseer ..	230	Do.	Do.	Mar., 1902
†Lawrence ..	296	Do.	Do.	May, 1902
*Morland ..	300	Do.	Do.	Do.
†Wilkie ..	300	Do.	Do.	July, 1902
†Gainsborough (2 blocks)	396	Do.	Do.	Aug., 1902
Total ..	4,430			

One block, viz., Mulready-buildings, has not been appropriated for re-housing purposes, and this is, therefore, the only block which

\* Appropriated for re-housing in connection with the Clare-market scheme. See pp. 41-2.

† Appropriated for re-housing in connection with the Kingsway and Aldwych improvement. See pp. 87-9.

‡ Appropriated for re-housing in connection with the Westminster improvement. See pp. 90-1.

§ *Housing Question in London*, pp. 268-72.



MILLBANK ESTATE—JUNCTION OF ERASMUS ST. AND HERRICK ST.



MILLBANK ESTATE—MACLISE BUILDINGS.



may properly be regarded as provided under Part III. of the Act of 1890.

After the erection of buildings had been completed, an intimation was received by the Council that it would afford their Majesties King Edward and Queen Alexandra much pleasure to pay a private visit to the estate. The visit was accordingly made on 18th February, 1903, when their Majesties drove round the estate and inspected a specimen two-roomed tenement in Romney-buildings, furnished according to the Council's ideas and an occupied three-roomed tenement in Ruskin-buildings. As evidence of the interest which their Majesties took in everything they saw, it may be mentioned that they subsequently suggested that a larger number of cupboards should be provided, as these would be a great convenience and would add to the tidiness of the rooms.

(vi.) *No. 97, Southwark-street.*

No. 97, Southwark-street, was originally used for the accommodation of firemen belonging to the London Fire Brigade. In November, 1890, this use was discontinued, and the premises were temporarily utilised for other purposes. In 1899 the Council, reverting to a proposal made in 1894, appropriated the building for the purposes of Part III. of the Act of 1890. The old buildings were valued at £3,200, and the cost of the alterations executed by the Council was £1,886. The premises were named Holmwood-buildings, and opened early in 1900, with accommodation for 72 persons.\*

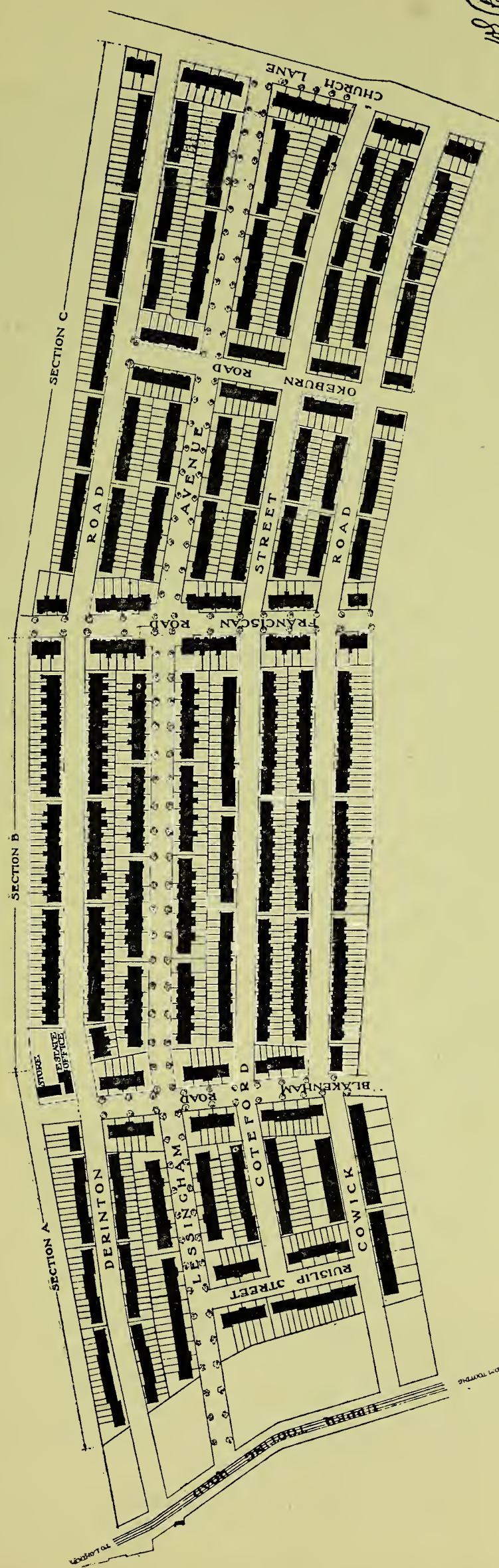
(vii.) *Totterdown-fields estate, Tooting.*

As soon as the Council had decided to use in a comprehensive manner its powers under Part III. of the Act of 1890,† enquiries were at once made as to suitable sites, and in the early part of 1899 particular attention was devoted to the Totterdown-fields estate, to the south-west of Tooting-common. The property extended from Tooting High-street to Church-lane, and, excluding the frontage to Tooting High-street, had an area of about  $38\frac{3}{4}$  acres. It was close to the Council's tramways and within about half-a-mile of Tooting-junction railway station. Difficulties arose during the negotiations, and it was not until January, 1900, that the Council agreed to purchase the property, excluding the frontages to Tooting High-street, at the price of £1,150 an acre, the total purchase money being £44,238.

For the purposes of development, the estate was divided into three sections—A on the west with an area of about  $9\frac{1}{2}$  acres, B in the centre with an area of about  $12\frac{3}{4}$  acres, and C on the east with an area of about  $16\frac{1}{2}$  acres. On section A, 260 cottages were completed between June and December, 1903; twelve further cottages, making 272 in all, were built in 1906. Section B, with 429

\* *Housing Question in London*, pp. 274-5.

† See p. 25.



TOTTERDOWN FIELDS ESTATE.

*W.B. Kelly*  
SUPERINTENDING ARCHITECT



cottages and two shops, was completed during 1906. Administrative buildings, including superintendent's quarters, estate offices, workshops and stores, were erected in Derinton-road on section A, the work being completed by October, 1905. On section C, 90 cottages were completed by February, 1909, and it was intended to develop the remainder of this section by the erection of 410 cottages, of which about 200 were to contain five rooms in addition to a scullery. Further enquiries, however, showed that the supply in the district of houses of this kind had, for the moment, overtaken the demand. Smaller houses, however, were not being provided by private enterprise, and the Council therefore modified its proposals so as to secure the erection of a larger number of houses with three or four rooms in addition to a scullery and the usual offices. In accordance with this scheme 438 cottages were completed between October, 1909, and August, 1911.

In all 1,229 cottages (containing 1,261 tenements) and 4 shops have been built. On the usual basis of two persons to a room of normal size, the cottages accommodate 8,788 persons. The principal streets are 45 feet wide and are lined with plane trees; the other streets are 40 feet wide. The cottages are designed to afford as much variety as possible, and to provide the requisite accommodation for small and large families at varying rents. The governing factors in planning are:—(a) the economy of land and of road construction by limiting the frontage of plots where possible to narrow widths; (b) the avoidance of extensive back projections, as tending to cause insanitary pockets and to prevent a free current of air and proper ventilation at the backs of the cottages. The cottages are two-storey buildings and planned in terraces of not more than 20 cottages, with an open space from 12 to 20 feet wide between each terrace. They are set back from 5 to 15 feet from the road and provided with separate gardens. Each cottage has in living-room:—kitchener with open and close fire, dresser, food cupboard, plate rack; in scullery:—sink, copper, coal bunk, and in many cases a gas oven; and in bedrooms:—a wardrobe cupboard. Many of the cottages have baths.

The number of cottages built to the acre is 31.81. The average cost of different types of cottages recently erected on the estate, including architect's expenses and incidentals, is as follows:—Five-roomed cottage, £282 17s.; four-roomed cottage, £240 14s.; three rooms and boxroom, £225 17s.; three-roomed cottage, £190 13s.\*

(viii.) *White Hart-lane estate, Tottenham.*

The Council in April, 1901, agreed to purchase an estate between Lordship-lane and White Hart-lane, Tottenham, at the rate of £400 an acre, the total purchase money being £90,225. The property, which is about 6½ miles from Charing-cross, is one mile from Wood-green station, and half-a-mile from Bruce-grove station. It consists of two sections, a quarter of a mile apart, the northern

\* For plans and additional illustrations see pp. 125-30.

containing 49 acres and the southern 177 acres. The Council was required by the owner to take both sections, but as the former would be difficult to develop for building purposes, the Local Government Board consented in 1911 to its being sold, and efforts are being made to dispose of it.

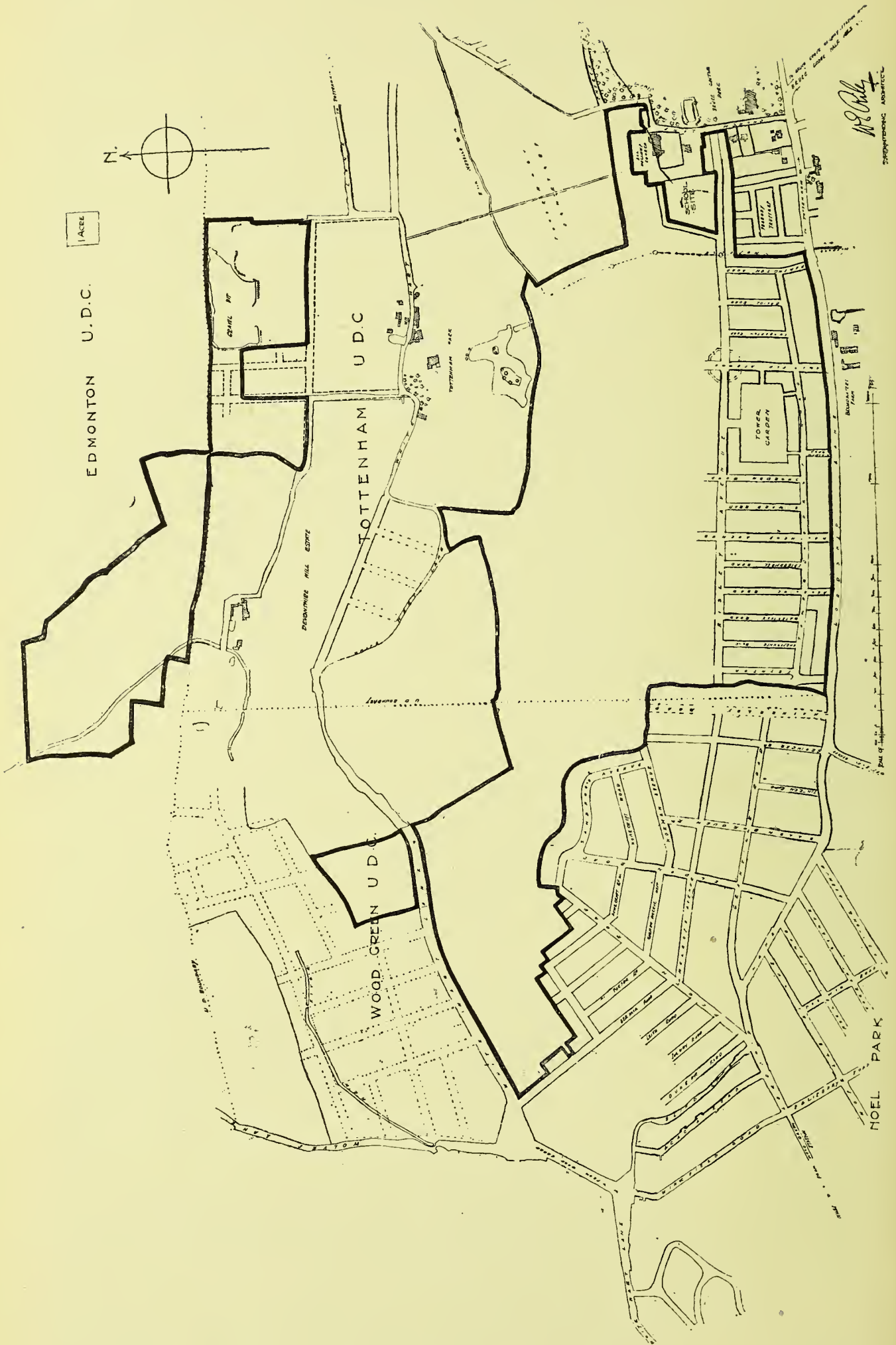
The estate is situated in a district where a working-class population already largely predominates. The Council, after some years, came to the conclusion that it would be impolitic to cover the whole of such an extensive area with cheap-rented dwellings, and that it would be to the general advantage of the neighbourhood if a substantial proportion of better-class property could be erected on the land. The Council has no power under the Housing Acts to provide dwellings other than for the working-classes. Special parliamentary authority was, therefore, obtained in the Council's General Powers Act of 1912 to enable the Council, with the approval of the Local Government Board, to develop any part of the southern section then unbuilt upon on the lines of a garden suburb for the accommodation of persons of the working-class and others. The Council is authorised to lay out and develop the land, or to sell or lease any or all of it, for the purpose, provided, however, that the Council shall not itself erect houses on the land except for persons of the working-class. Details of a scheme for utilising the authority thus conferred are being considered.

As regards the remainder of the estate, roads and sewers have already been constructed on a part of the southern section adjoining Lordship-lane, sufficient to enable about  $48\frac{3}{4}$  acres to be developed. Cottages have been, or are being, erected on about 33 acres, and  $3\frac{1}{3}$  acres have been laid out as an estate garden. Up to the present 781 cottages with accommodation for 6,202 persons have been built and 105 others are in course of erection, or are about to be erected. The cottages are two-storey buildings, similar in character to those on the Totterdown-fields estate. The majority of them are fitted with baths. Administrative buildings and a small meeting hall for the tenants are about to be erected. It is proposed to reserve the frontage to Lordship-lane for the erection of shops, five of which are now being built. A site on the estate has been sold to the local education authority for the erection of a public elementary school.

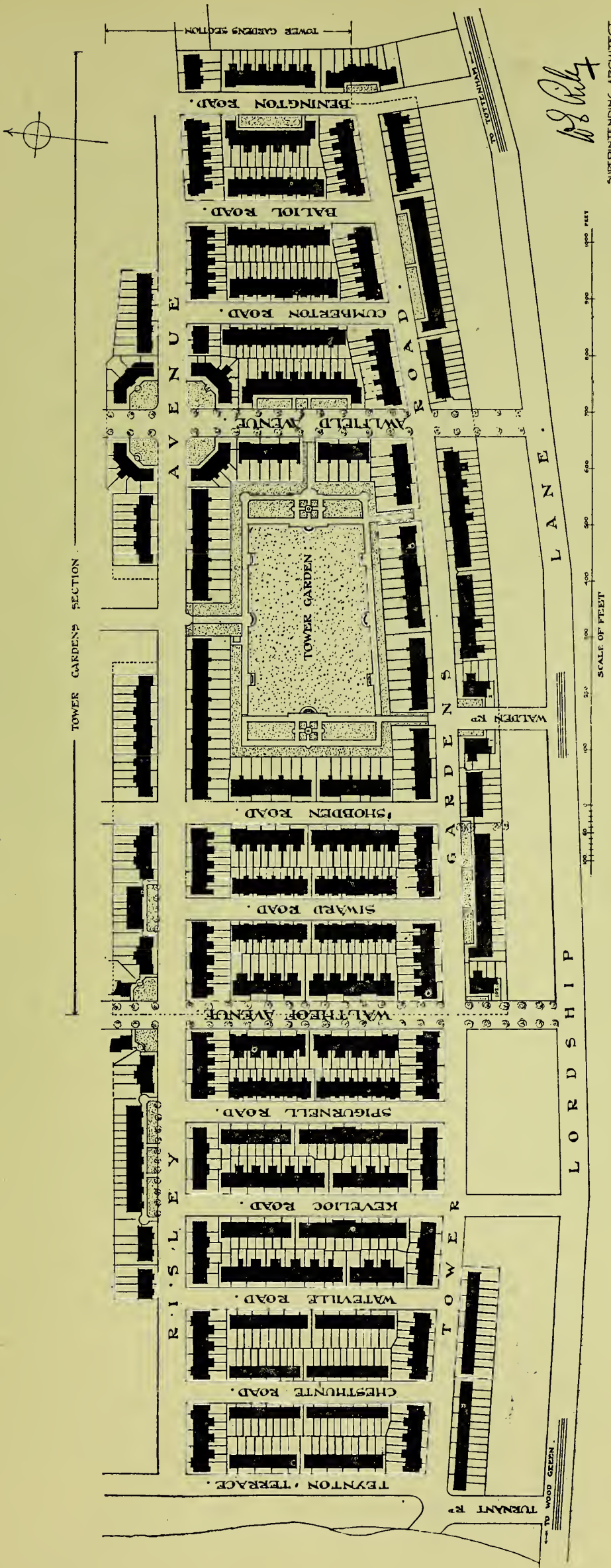
The roads have been laid out to comply with the Tottenham Urban District Council's by-laws and are planned so that the majority of the blocks of cottages run north and south. Each frontage of the buildings therefore receives direct sunlight. At the junction of Awlfield and Risley-avenues, the cottages have been arranged in angle blocks with open spaces in front, and in other cases the cottages have been arranged in shallow quadrangles with open spaces bordering on the road. The estate garden is turfed for tennis, bowls, etc., and surrounded by raised terraces and flower gardens.

In 1899 the late Lord Swaythling (then Sir Samuel Montagu, Bt.) offered to the Council, on certain conditions, a piece of land at





WHITE HART LANE ESTATE



W. H. R. R.  
SUPERINTENDING ARCHITECT

# WHITE HART LANE ESTATE—PRESENT DEVELOPMENT.




Edmonton, with an area of about 25 acres, for the erection of cottages for persons of the working class. The Council was unable to entertain the offer as it could not, at that time, acquire land outside the county under Part III. of the Act of 1890. This disability was removed by the Act of 1900,\* but difficulties arose as to the development of the land, and eventually Lord Swaythling generously offered to give a sum of £10,000 to aid the development of some estate to be purchased, or already possessed, by the Council. This sum is being applied towards the development of a section of the White Hart-lane estate having an area of about 25 acres and known as the Tower Gardens section. The cost of providing the estate garden has been defrayed out of the gift and the remainder of the money is being employed in providing additional amenities to the cottages and the section generally. The chief condition attached to the gift is that all the houses erected thereunder shall be offered in the first instance, and from time to time as vacancies occur, to residents of three-years' standing and upwards in the Whitechapel division of the Tower Hamlets, without distinction of race or creed.

It is anticipated that the estate will contain as a whole 25·05 cottages to the acre, but on the Tower Gardens section the proportion will be 22·99 as Lord Swaythling's gift enables larger building plots to be laid out on this section.

The average cost of different types of cottages recently erected including architect's expenses and incidentals, is as follows:— Five-roomed cottage, £245; four-roomed cottage, £225; three-roomed cottage, £175.†

(ix.) *Norbury estate, Croydon.*

The Council obtained authority\* in 1900 to acquire under Part III. of the Act of 1890 land outside the county, and the first estate of this kind to be purchased was that known as the Norbury estate. This is situated to the west of the main road from Streatham to Croydon, about a quarter of a mile from Norbury station on the London, Brighton and South Coast railway, about two miles from Croydon, and about seven miles from Charing-cross. The purchase was completed in 1901, the purchase price being £18,000. The estate had then an area of about 30 acres, but a little more than 1½ acres was sold in 1906 to the owner of adjoining property for £3,400, thus reducing the total area to about 28½ acres. 

The site, which is well situated, rises rapidly from the London-road to Norton-gardens, and thence slopes in the direction of Mitcham-common, to which Northborough-road will provide a thoroughfare. Roads have been constructed, sewers laid and two-storey cottages built upon about 16½ acres of the estate. At the present time 472 cottages, numbering 29 to the acre, to accommodate 3,482 persons, have been built; four shops have also been provided. The cottages are similar in character to those on the Totterdown-fields estate

\* See p. 12.

† For plans and additional illustrations see pp. 131-7.





but have 9-in. party walls between each cottage. In order that they may comply with the Croydon by-laws, the gardens in rear have an average area of 500 square feet.

The cottages, with the exception of the cheapest type of three-roomed cottage, are fitted with baths and a large number have a separate bathroom.

The average cost of cottages recently erected, including architect's expenses and incidentals, is as follows:—Four-roomed cottage, £264; three-rooms and boxroom, £231; three rooms, £221 10s.\*

(x.) *Caledonian estate, Holloway.*

The trustees of the orphanage for Scottish children, known as the Royal Caledonian Asylum, in Caledonian-road, Holloway, desired to remove the institution to a rural district, and offered to sell the site to the Council for £8,000 an acre. The property, which is situated on the east side of the road and immediately to the north of Pentonville prison, has a frontage of 248 feet, and an area of two acres. The Council in January, 1901, accepted the offer, but, as the trustees had to be given time in which to erect new buildings elsewhere, the erection of dwellings could not be proceeded with until December, 1904. Five blocks, known respectively as Bruce-buildings, Burns-buildings, Knox-buildings, Scott-buildings and Wallace-buildings, with accommodation for 1,384 persons, were completed between July and October, 1906.

The front block, Bruce-buildings, has enclosed staircases with windows and white glazed dado, giving access on each of the five floors to four tenements. The remaining four blocks, which are of the improved balcony type, are arranged round a central garden, a drying ground being provided in the rear of three of these blocks. Each tenant has the use of a line on one day a week.†

(xi.) *Wedmore-street estate, Holloway.*

This estate is situated to the west of Holloway-road and a little to the south of Upper Holloway station on the Tottenham and Hampstead railway. It has a frontage to Wedmore-street of about 240 feet, a depth of about 200 feet, and an area of about one acre. The property, which consisted of eight semi-detached houses with a large area of open land in the rear, was bought by the Council in 1901, the purchase price being £11,650. Three blocks of dwellings, known as Wessex-buildings, were erected, two of these, with accommodation for 710 persons, being completed in October, 1904, and the remaining block, with accommodation for 340 persons, in July, 1905.‡

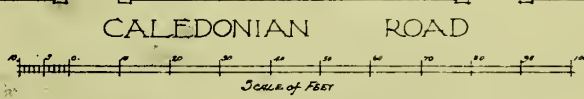
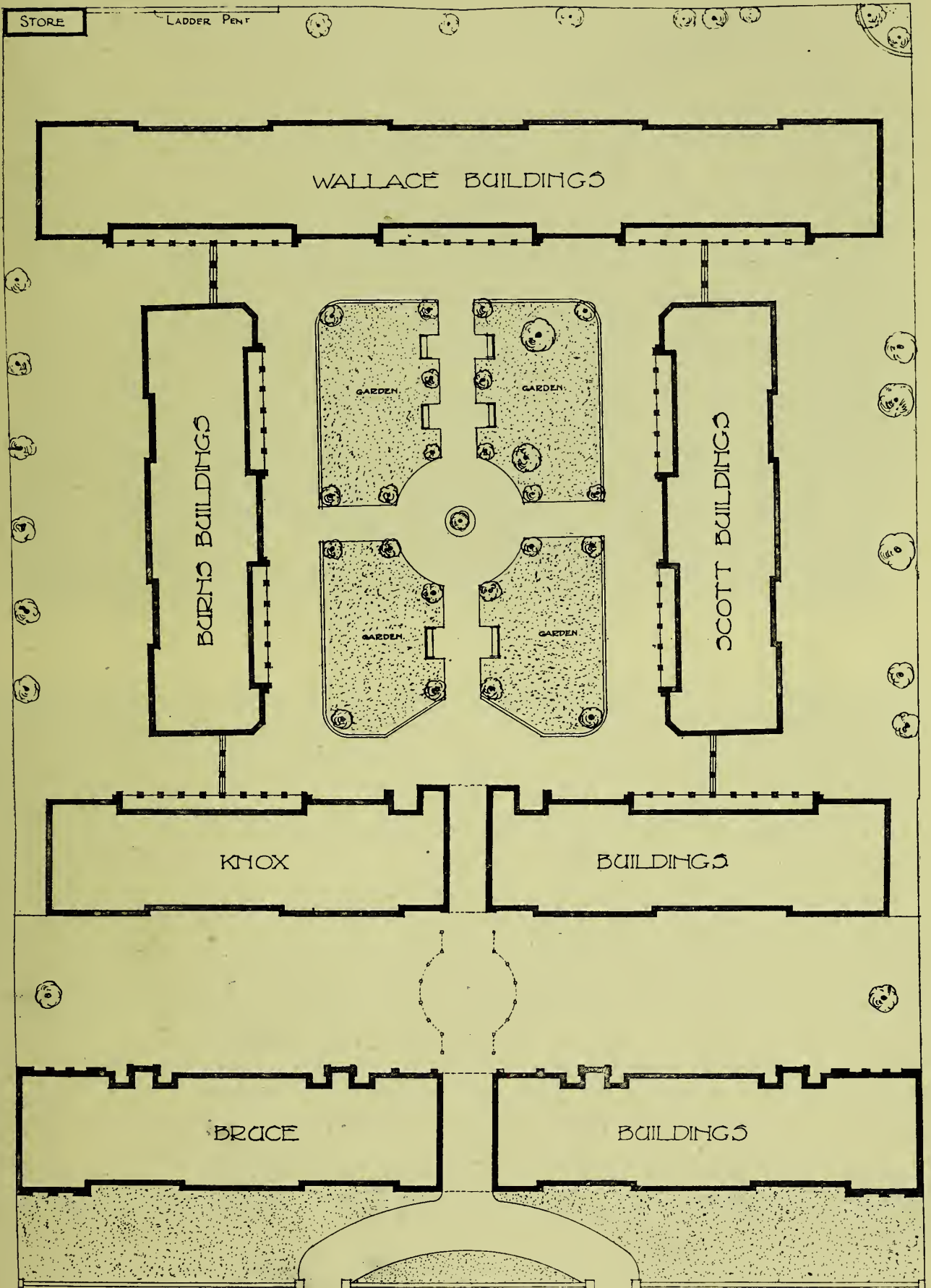
(xii.) *Brixton-hill estate.*

In July, 1902, the Council's attention was drawn to a site, on the west side of Brixton-hill, with an area of about one acre, a frontage of 240 feet and a depth of 190 feet. The Council decided to buy the property, and the purchase for £7,045 was completed in June,

\* For plans and additional illustrations see pp. 138-42.

† For plan and illustrations see pp. 79-80.

‡ For illustration see p. 81.



*W. B. Riley*  
SUPERINTENDING ARCHITECT

CALEDONIAN ESTATE.





CALEDONIAN ESTATE—BRUCE BUILDINGS.



L.C.C. CALEDONIAN ROAD BUILDINGS.

CALEDONIAN ESTATE—WALLACE BUILDINGS AND SCOTT BUILDINGS.





WEDMORE STREET ESTATE.



L.C.C. BRISCOE BUILDINGS.

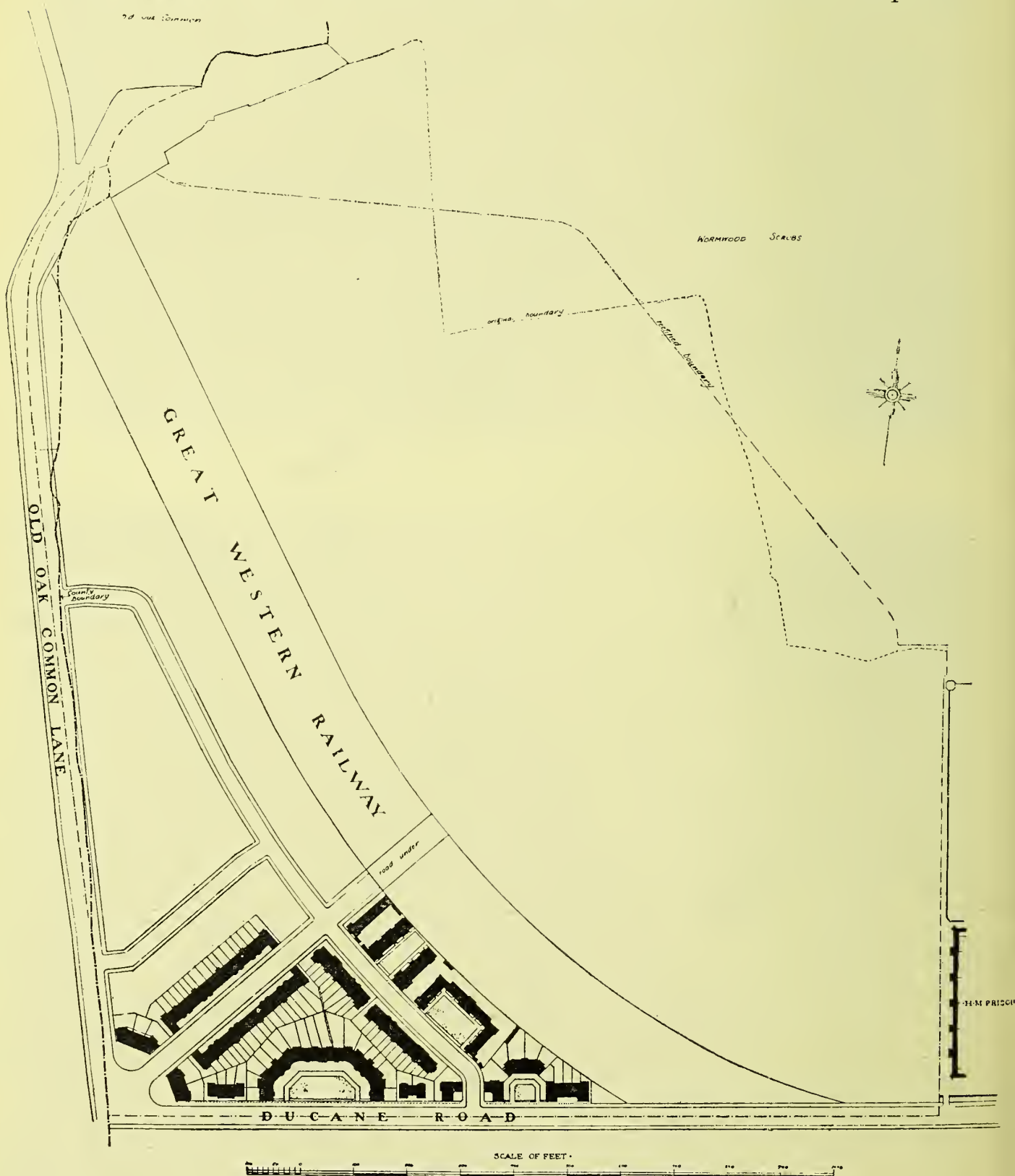
BRIXTON HILL ESTATE.



1903. Briscoe-buildings, with accommodation for 718 persons, were begun about the middle of 1905, and opened in October, 1906.

(xiii.) *Old Oak estate, Hammersmith.*

The Council agreed to purchase the estate in 1902, from the Ecclesiastical Commissioners, but, owing to legal and other difficulties, the purchase was not completed until March, 1905, the purchase money being £29,858. The estate then contained about 54½ acres, but nearly eight acres were afterwards acquired



OLD OAK ESTATE.

*H.B. Riley*  
Hammersmith architect

by the Great Western Railway Company, in connection with the proposed construction of a branch line from Acton to Shepherd's Bush. The company paid the Council £10,500 in respect of this land, and of the damage sustained by the estate.

The property, which is about five miles from Charing Cross, is bounded on the north by Wormwood Scrubs, an open space of 215 acres in extent, and on the west, by the umbrageous Old Oak Common-lane. As the ground rises towards the west, good views can be obtained.

The north-eastern boundary of the estate, where it adjoins the Scrubs, was very irregular, and, in order to make the site more compact and more suitable for development, the Council decided, with the consent of the Local Government Board and of the Army Council, to re-adjust the boundary by appropriating for housing purposes a portion, about  $2\frac{1}{2}$  acres in extent, of the open space in exchange for portions, of equal area, of the estate. A road will be constructed along the amended boundary, partly on the estate and partly on the open space. The cost of the paving, etc., works will be charged against the estate.

The scheme for the development of the western section, which includes all the land, about 14 acres in extent, to the west of the proposed railway line, provides for the erection of 333 cottages and cottage flats, and 5 shops. Of the cottages, 42 will be of five rooms, 27 of four rooms and boxroom, 92 of four rooms, 23 of three rooms and boxroom, 101 of three rooms, six of two rooms and boxroom, and 16 of two rooms. It is proposed to provide 26 cottage flats, 12 with two rooms, and the remainder with one room. Each of the cottages and flats will have a scullery and the usual offices, and the cottages of five and four rooms and 14 of the three-roomed cottages will be fitted with baths. Roads and sewers have been constructed on the western section, 52 cottages have been completed, and 253 others are in course of erection or will shortly be commenced.

In laying out the estate, so far as it has progressed, large open grass areas are provided in front of several of the blocks of cottages, the effect of which is in keeping with the suburban character of the district.

School accommodation will be provided on the estate and a site has been reserved for the erection of a church by the Ecclesiastical Commissioners. It is with cottages on this estate that the scheme\* for enabling tenants to purchase leases of their houses will be tested.

(iv.) *Hughes-fields, Deptford.*

The Council in July, 1903, decided to appropriate for the purposes of Part III. of the Act of 1890, two plots of surplus land from the Hughes-fields scheme.† Raleigh-buildings and Benbow-buildings were accordingly erected by Messrs. Martin, Wells and Co., Ltd., and opened in November, 1904, with accommodation for 280 and 160 persons respectively.

\* See pp. 29-30.

† See pp. 32-3



## CHAPTER IX.

## RE-HOUSING IN CONNECTION WITH IMPROVEMENTS, ETC.

The Council, in common with other authorities, companies, etc., who obtain from Parliament authority to acquire property compulsorily, is under the obligations described above\* to provide accommodation for the persons of the working class displaced from such property. Apart from, and in addition to, these obligations, the Council in November, 1898, decided to provide accommodation, not necessarily in the immediate neighbourhood, for a number of persons equal to that of the working class displaced by any scheme under the Act of 1890, or by any improvement Act.† A number of the cases in which the Council was obliged, or voluntarily undertook, to provide new accommodation are of little importance and need not be described in detail; a summary is given below.‡ Particulars of the Council's operations in connection with the larger schemes where it was necessary to erect buildings for re-housing purposes, may be of interest. The dates following the titles of the improvements, etc., are the dates when the execution of the works was authorised by Parliament.

*Battersea bridge, 1884.*

The Metropolitan Board of Works was required by section 32 of its Bridges Act, 1884, to provide accommodation for the 190 persons of the working class displaced in connection with the rebuilding, authorised by that Act, of Battersea-bridge. A site at the junction of Battersea-bridge-road and Little Europa-place, was set aside for this purpose, but no action appears to have been taken either by the Board or by the Council to secure the erection of dwellings until 1893, when the land was offered for sale by tender without success. The land was then temporarily let, and in April, 1895, a proposal was made, but not proceeded with, to obtain relief from the re-housing obligation.§ Eventually in October, 1900, the Council decided to erect dwellings, and the work was entrusted to the Works Department. The buildings, known as Battersea-bridge-buildings, were completed in October, 1901, and contain accommodation for 286 persons.

*Blackwall-tunnel, 1888.*

The execution of the improvement, which was authorised by the Thames Tunnel (Blackwall) Acts, 1887 and 1888, involved the displacement of 1,210 persons of the working class. The Council was required to provide accommodation in Poplar for 500 persons, and in Greenwich for 761 persons. Accordingly sites were allocated for the purpose in Yabsley-street and Cotton-street

\* See p. 13.

† See p. 25.

‡ See p. 96.

§ *Housing Question in London*, p. 237.

Poplar, and in Blackwall-lane, Armitage-road (two), Collierston-road (two), Ordnance-road, and Idenden-terrace, Greenwich.

The sites in Poplar and four of those in Greenwich were submitted to auction in February, 1892, but, as no sales were effected, it remained for the Council to erect dwellings. Council-buildings on the Yabsley-street site were first dealt with. Owing to the treacherous nature of the sub-soil some trouble was experienced, and special concrete foundations had to be put in. This was done by a contractor, but the superstructure was erected by the Council's Works Department, the work being completed in April, 1894. The buildings are five storeys in height, with accommodation for 240 persons. The sites in Blackwall-lane and Armitage and Collierston roads were next dealt with. Here again special foundations were necessary. These were constructed by contractors, while the Works Department erected the cottages, which it was decided to have on the sites. The cottages, known as Westview-cottages, Armitage-cottages, and Collierston-cottages, were completed by August, 1894, and provide accommodation for 464 persons. With regard to the two remaining sites in Greenwich, namely those in Ordnance-road and Idenden-terrace, it was found that the latter could be advantageously extended so as to provide on that site alone the accommodation required on both sites. The Home Secretary consented to the alteration, and the Ordnance-road site was sold to the South Metropolitan Gas Company. The foundations of Idenden-cottages were constructed by the Works Department, but, as that department declined the work of building the superstructure, tenders were invited, and that of Messrs. Holloway Bros. accepted. The work was completed in August, 1896. The cottages, 50 in number, arranged round three sides of a square, with a playground in the centre, accommodate 400 persons.

The Cotton-street site, Poplar, was the last to be utilised. Prolonged negotiations took place with Mr. J. Hartnoll, the owner of adjoining property, with a view to his buying the land for £1,400, and erecting dwellings thereon. This course was favoured by the Committee having charge of the land, but, though proposed on several occasions, did not commend itself to the Council. Finally, in July, 1899, plans were prepared for the erection of dwellings which would not involve a charge on the county rate, the tender of Messrs. Perry and Co. was accepted in the following September, and the buildings were completed in September, 1901. The buildings, known as Toronto-buildings and Montreal-buildings, accommodate 360 persons. The total accommodation provided by the Council is therefore for 1,464 persons, or 203 in excess of the number for whom accommodation had to be provided.

*Long-lane and Tabard-street, 1897.*

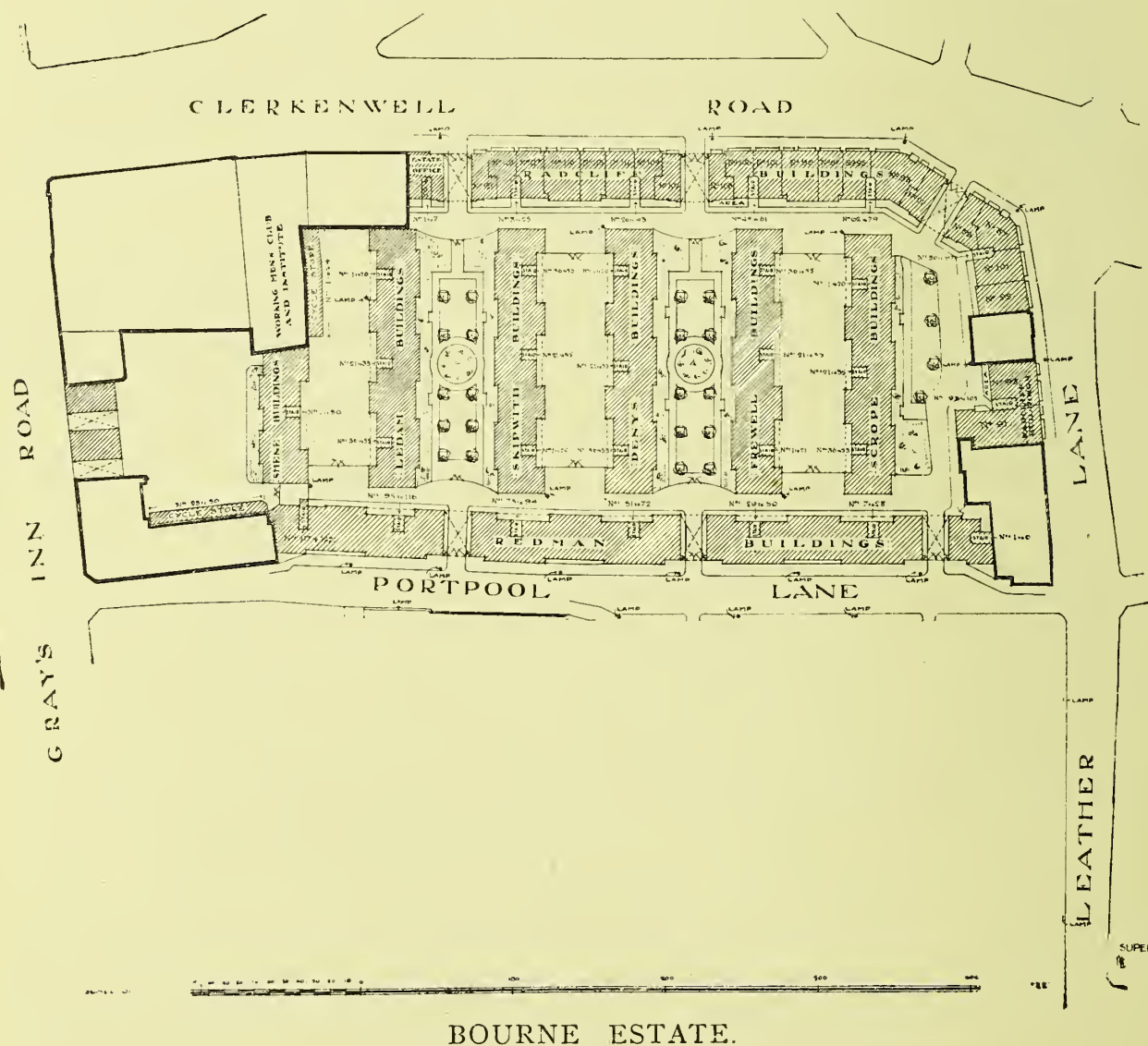
The Long-lane and Tabard-street improvement, authorised by the London County Council (Improvements) Act, 1897, involved the displacement of 291 persons of the working classes, for whom accommodation had to be provided, and a site in Leroy-street



was allocated to this purpose. Difficulties arose as to the "housing value" of the site. After much consideration, this at first was fixed at £1,432 instead of £2,875, the value placed upon it by the Council's valuer, but eventually the valuer's valuation was adopted. Further difficulties arose in connection with the plans of the new buildings, as the Secretary of State was unable to approve the first set submitted to him. Accordingly it was not until June, 1903, that the Council was in a position to accept the tender of Messrs. W. Smith and Son, for the erection of the dwellings. These were named Barnaby-buildings, and were opened in September, 1904, with accommodation for 400 persons.

*Kingsway and Aldwych (including widening of the Strand at Holywell-street, 1897-9.*

The widening of the Strand, authorised by the London County Council (Improvements) Act, 1897, and the formation of Kingsway



and Aldwych, authorised by the London County Council (Improvements) Act, 1899, involved the displacement of 3,700 persons of the working class. The Council in October, 1898, had already purchased from the Duke of Bedford a site in Herbrand-street, Bloomsbury, as well as the sites in Duke's-court and Russell-

court, Drury-lane, mentioned above.\* Further land was needed, and, while the Council was considering how this could be obtained, it learned that Messrs. Reid and Co., whose brewery was situated in Clerkenwell-road, contemplated removing their business into the country. In June, 1899, the Council agreed to purchase the site for £200,000. The property, which was cleared by the vendors, had an area of about  $2\frac{3}{4}$  acres, and was subsequently known as the Bourne estate.

The scheme approved by the Home Secretary required the provision of accommodation as follows for the 3,700 persons dis-



BOURNE ESTATE—REDMAN BUILDINGS.

placed: 1,864 on the Bourne estate, 680 on the Herbrand-street site, 610 in a lodging-house in Kemble-street, 250 on the Duke's-court, and Russell-court sites, and 206 at Millbank. The Bourne estate was laid out with blocks of dwellings facing Leather-lane, Portpool-lane, and Clerkenwell-road, and with six blocks of dwellings on the interior of the site. The foundations of the six

\* See p. 42.



interior blocks and of Redman-buildings facing Portpool-lane were constructed by the Works Department. The superstructure of three of the interior blocks—Shene-buildings, Ledham-buildings and Skipwith-buildings—was constructed by Mr. H. L. Holloway, and completed in the early part of 1903. The superstructure of the remaining three—Denys-buildings, Frewell-buildings and Scrope-buildings—was erected by the Works Department and completed by January, 1903. These six blocks accommodate 1,330 persons. Radcliff-buildings, facing Clerkenwell-road and Leather-lane, were erected by the Works Department and completed in sections between June, 1904, and January, 1905.



BOURNE ESTATE—RADCLIFF BUILDINGS AND FREWELL BUILDINGS.

They accommodate 602 persons. The superstructure of Redman-buildings was erected by Mr. H. L. Holloway in July, 1903, and completed by October, 1904. As they accommodate 710 persons, the total accommodation provided on the estate is for 2,642 persons, or 778 in excess of the number required by the scheme.

The internal blocks lie north and south, so that the maximum of sunlight is obtained for the living-rooms, and each tenement has at least one room looking on to a garden. The plan is an improved balcony plan, arranged so that the living-room and the bedroom windows have unobstructed light, but do not look on to the balconies. The buildings are five storeys high with a few attics, and



are constructed of fire-resisting material with steel joists and concrete floors. All the sculleries and water closets are separated from the habitable rooms by ventilated lobbies. Gas on the slot system has been laid on.

Plans of Thackeray-buildings, Dickens-buildings, and Coram-buildings, to accommodate 680 persons, on the Herbrand-street site, were approved in November, 1900, and the erection of the buildings was commenced by Mr. B. E. Nightingale in August, 1902, and completed by March, 1904.

The erection of a lodging-house in a central position was one of the points to which the Home Secretary attached much importance. Plans of a building to accommodate 708 persons on a site in Kemble-street were approved in October, 1902, Mr. H. L. Holloway's tender was accepted in October, 1904, and the building known as Bruce House, was opened in July, 1906.\*

The erection of dwellings on the Duke's-court and Russell-court sites has already been dealt with in connection with the London (Clare-market, Strand) Improvement Scheme, 1895.†

Of the buildings erected on the Millbank estate, it was decided to appropriate Maclise-buildings for re-housing purposes in connection with the Kingsway, etc., improvement. These buildings, which accommodate 296 persons, were erected by Messrs. Spencer, Santo and Co., whose tender was accepted in March, 1900, the work being completed by February, 1902.

*Rotherhithe-tunnel, 1900.*

The formation of the approaches to the tunnel under the Thames authorised by the Thames Tunnel (Rotherhithe and Ratcliff) Act, 1900, involved the displacement of 2,773 persons of the working classes, and the re-housing scheme required accommodation to be provided for 1,135 persons on the north side of the river, and 1,707 on the south side. For this purpose the Council purchased sites in Ropemaker's-fields and London-street, Wapping, and in Swan-lane, Clarence-street, and Albion-street, Rotherhithe. Plans of Brightlingsea-buildings, Ropemaker's-fields, to accommodate 340 persons, were approved by the Home Secretary in October, 1902, and the Council, in July, 1903, decided itself to undertake the work, which was completed in September, 1904.

The table below gives particulars of the buildings erected on the Swan-lane site :—

Name of buildings.	Number of persons provided for.	Date of completion.
Winchelsea (part) .. ..	200	September, 1902.
Do. (part) .. ..	120	November, 1904.
Rye .. ..	200	March, 1903.
Sandwich .. ..	200	May, 1903.
Hythe .. ..	350	May, 1904.
Seaford .. ..	200	December, 1904.
Total .. ..	1,270	

\* See also pp. 99-102

† See p. 42.



The re-housing scheme stipulated that all dwellings on the north side of the river should be completed by 10th March, 1906. Delay, however, was caused owing to questions relating to the foundations of Bekesbourne-buildings, London-street. The erection of the first portion of these buildings, with accommodation for 380 persons, was entrusted to Messrs. F. and T. Thorne in August, 1905, and completed in July, 1907. It was ascertained that, if the second portion of the buildings, with accommodation for 656 persons, was not erected until after the retaining wall in the tunnel approach had been formed, it would not be necessary to carry the foundations down to such a depth as would otherwise be the case. The Local Government Board agreed to the work being postponed until the foundations could be safely laid down with due regard to the progress of the tunnel.

Thus by the middle of 1907 dwellings had been erected for 720 persons on the north side of the river, and for 1,270 persons on the south, so that the Council was still under an obligation to erect dwellings for at least 415 persons on the remaining portion of the London-street site, and at least 437 persons on the Clarence-street and Albion-street sites. There was a large amount of vacant accommodation in the neighbourhood of these sites, and the Local Government Board agreed from time to time to extend the period within which the Council had to erect new dwellings. The tunnel was opened in June, 1908, and after two years had passed and the normal requirements of the district had become established, the Council made exhaustive enquiries as to what demand there was for such working-class accommodation as already existed. Within a radius of half-a-mile of London-street there were found to be 355 unoccupied tenements containing 1,148 rooms, of which at least 800 were in good or fair condition. These, on the usual basis of two persons for each room, represented accommodation for 1,600 persons. Within half-a-mile of Clarence-street and Albion-street there were 131 unoccupied tenements containing 369 rooms (of which more than three-fifths were in block dwellings) with accommodation for 738 persons. These figures showed that the existing accommodation was in excess of the demand, and that the provision of new accommodation, especially in block dwellings, would be attended with unfavourable financial results. The Local Government Board, after full enquiries, released the Council from its obligations to erect more dwellings and authorised the disposal for ordinary purposes of the land acquired, but no longer needed, for re-housing purposes.

*Westminster improvement, 1900.*

The Westminster improvement, which included the widening of Millbank, the extension of the Victoria Tower-gardens and the embankment to Lambeth-bridge, and street improvements near Smith-square, involved the displacement of 2,242 persons of the working class. In December, 1896, the Council had acquired

a part of the site of Millbank prison\* and it was subsequently agreed that accommodation for the persons displaced by the Westminster improvement should be provided in the new dwellings on the Millbank estate. The provision of accommodation elsewhere would probably have cost about £90,000, so that the Council obtained in the London County Council (Improvements) Act, 1900, which authorised the improvement, authority to allocate £50,000, to be taken as part of the cost of the improvement, for the purpose of providing other sites for the erection of dwellings under Part III. of the Act of 1890.

In all, eight blocks of buildings at Millbank, with accommodation for 2,368 persons, were appropriated for the re-housing of the persons displaced in connection with the Westminster improvement. Particulars of these are given in the chapter dealing with the estate.†

(a) *York-road*, 1898; (b) *Battersea-rise*, 1900; (c) *Garratt-lane and Tooting High-street* (formerly *Merton-road*), 1901.

The widening of York-road, authorised by Parliament in 1898, of Battersea-rise authorised in 1900, and of Garratt-lane and Tooting High-street authorised in 1901, involved the displacement of 218, 27 and 189 persons of the working classes respectively. Part of the surplus land from the York-road improvement was set aside for re-housing purposes, and on this site Durham-buildings, with accommodation for 536 persons, were erected. The work, which was undertaken by Messrs. F. and H. F. Higgs, was begun in October, 1902, and completed by July, 1904.

*Mare-street*, 1900.

The widening of Mare-street, between the Triangle and the North London Railway bridge, authorised by the London County Council (Improvements) Act, 1900, involved the displacement of 526 persons of the working classes. New accommodation was provided on two sites, one in London-fields, and the other in Jerusalem-square. It was anticipated that the cost of erecting buildings on the former site, coupled with the lowness of the rents ruling in the neighbourhood, would preclude the possibility of making any charge against the account of the dwellings in respect of the value of the site. The "housing value" was therefore fixed at *nil*, but subsequently the Council, as in the case of Barnaby-buildings,‡ reverted, as a matter of principle, to the valuer's estimate, and a "housing value" of £1,250 was adopted. The erection of Darcy-buildings on the site was undertaken by Messrs. Stimpson and Sons in March, 1903, and completed in July, 1904. These buildings accommodate 190 persons. The "housing value" of the Jerusalem-square site was fixed at £3,000. Messrs. Kirk and Randall's tender for the erection of buildings was accepted in November, 1903, and the

\* See pp. 66-7.

† See p. 68.

‡ See p. 86.



work was completed in May, 1905. The dwellings, which are known as Valette-buildings, accommodate 416 persons, so that



DARCY BUILDINGS, LONDON FIELDS.

accommodation was provided in all for 606 persons, as compared with the number (526) for whom provision had to be made.

*Nine Elms-lane, 1900.*

The widening of Nine Elms-lane, authorised by the London County Council (Improvements) Act, 1900, involved the displacement of 69 persons of the working classes. A site in Wandsworth-road, close to the improvement, was acquired, and in order to develop it to the best advantage it was necessary to erect a five-storey block of buildings and a row of seven cottages. The work, which was undertaken by Holloway Brothers (London) Ltd., was begun in May, 1904, and completed in May, 1905. The buildings were named Lennox-buildings, and accommodate 194 persons, and the cottages were named Clere-cottages, and accommodate 42 persons.



*Fulham Palace-road and High-street, Fulham, 1902.*

In connection with the widening of Fulham Palace-road and High-street, Fulham, authorised by the London County Council (Tramways and Improvements) Act, 1902, provision had to be made for the re-housing of 215 persons. A site in New King's-road was



accordingly acquired, and on it a block of dwellings, known as Bearcroft-buildings, was erected, with accommodation for 220



BEARCROFT BUILDINGS, FULHAM.

persons. The work, which was undertaken by Messrs. T. J. Hawkins and Co., was begun in August, 1905, and completed in September, 1906.\*

*Greenwich Electricity Generating Station, 1902.*

The erection of an electricity generating station at Greenwich, in connection with the Council's tramways, involved the displacement of 214 persons of the working classes. One plot of surplus land from the Hughes-fields, Deptford, scheme† was accordingly

\* For plan see p. 95

† See p. 32.



appropriated for re-housing purposes. Dwellings thereon were built by Messrs. Martin, Wells and Co., Ltd., the work being begun in August, 1903, and completed by September, 1904. The buildings were named Drake-buildings, and accommodate 220 persons.

*Preston's-road and Norfolk-street site, Poplar, 1902.*

In connection with the construction of Blackwall-tunnel, the Council acquired land in Preston's-road and Norfolk-street, Poplar, which, after the completion of the improvement, remained to be disposed of as surplus property. Part of this was set aside for re-housing purposes in connection with the Burford's-court, Tucker's-court and Favonia-street scheme\* and accommodation had accordingly to be provided for 269 persons.

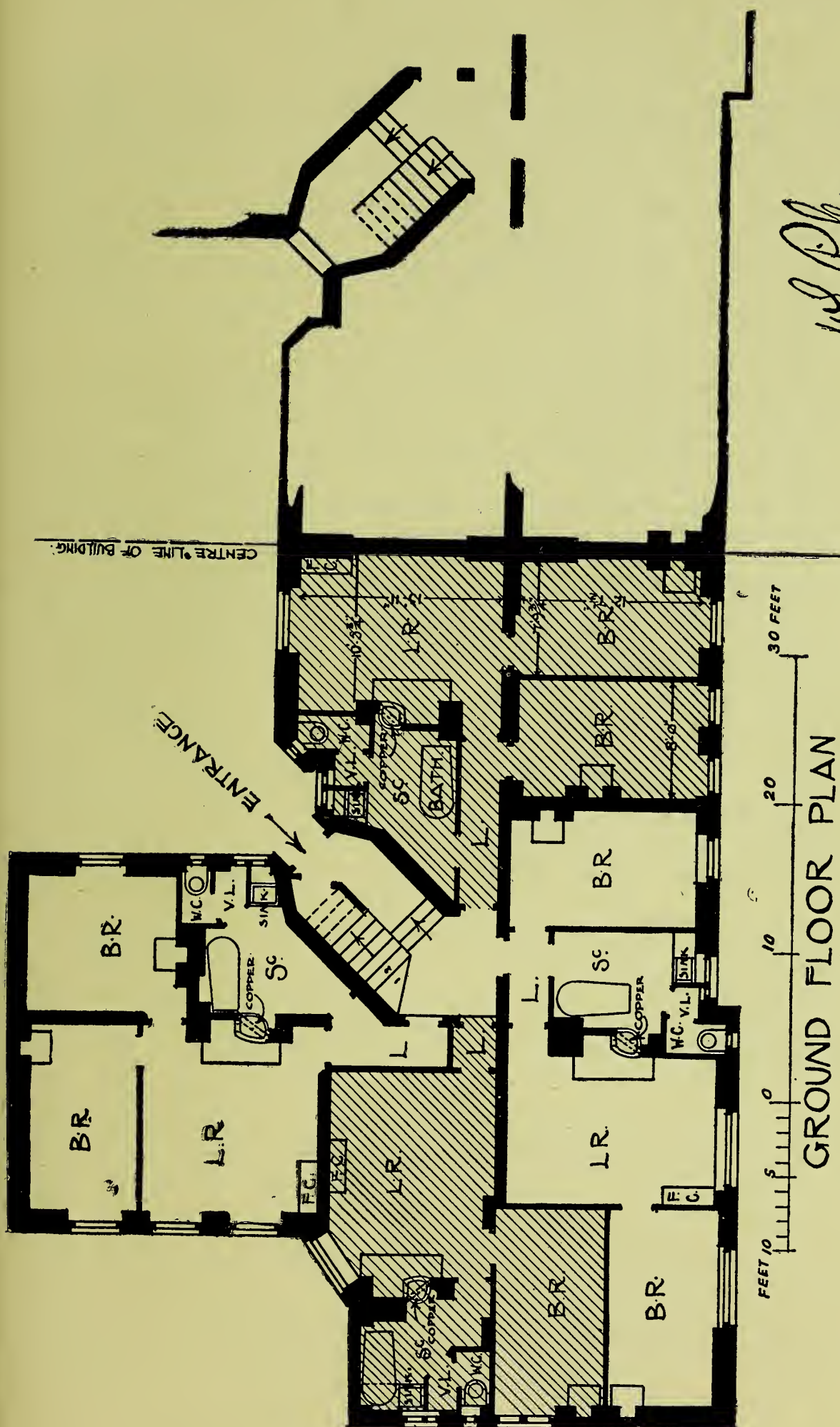
By the Board of Education Provisional Order Confirmation Act, 1897, the School Board for London was put under an obligation to provide accommodation for 1,030 persons in place of that which it had destroyed, during the previous five years in Shoreditch, Camberwell, Bethnal-green, Bermondsey, Mile-end and Ratcliff. The Council in March, 1902, agreed, in consideration of a payment of £10,359, to take over this obligation, and to provide the necessary accommodation on the remainder of its land in Preston's-road and Norfolk-street.

The tender of Messrs. F. and T. Thorne was accepted in July, 1902, and Ottawa-buildings and Baffin-buildings were completed in March, Hudson-buildings in July, Ontario-buildings in August, and Winnipeg-buildings and Quebec-buildings in September, 1904. The erection of 14 cottages, known as St. Lawrence-cottages, in Norfolk-street was entrusted to the same firm, and the work was begun in April, 1903, and completed in July, 1904. The buildings provide accommodation for 1,220 and the cottages for 84 persons, making a total of 1,304 persons.

*Voluntary re-housing.*

There have been numerous cases in which it has not been necessary, or the Local Government Board has remitted (or has been asked to remit) the obligation, to provide rehousing accommodation for persons displaced in connection with street improvements, the provision of new schools and other similar purposes. Although new dwellings under special rehousing schemes have not been erected, the Council has voluntarily provided in various parts of London and the suburbs within easy reach of the areas where such displacements have occurred a large amount of accommodation under Part III. of the Act of 1890. This new accommodation exceeds the total of the displacements to the extent, in round

\* See p. 53.



W. B. Rely  
SUPERINTENDING ARCHITECT

BEARCROFT BUILDINGS, FULHAM.



figures, of 10,000 persons. A statement of the displacements is appended :—

Purposes for which the accommodation destroyed, or to be destroyed, has been acquired.	Number of person of the working class displaced, or to be displaced.
Street improvements—	
Tower-bridge, southern approach .. .. .	535
Do. northern approach .. .. .	240
Evelyn-street to Creek-road, Deptford .. .. .	278
Southampton-row, Holborn .. .. .	329
Kensington High-street .. .. .	134
Cambridge-road, Bethnal Green .. .. .	107
South Lambeth-road to Norwood-road .. .. .	218
Belvedere road, Lambeth .. .. .	182
Main drainage works—	
Lots road pumping station, Chelsea .. .. .	101
Education service—	
Osborne-place, Whitechapel .. .. .	118
Fairclough-street, St. George in-the-East .. .. .	431
Wickham-street and Vauxhall-street, Kennington ..	100
Vernon-square, Finsbury .. .. .	225
Ranelagh-road, Westminster .. .. .	265
Scawfell-street, Haggerston .. .. .	172
Upper Marylebone-street, St. Marylebone .. .. .	139
Gifford-street, Islington .. .. .	249
Popham-road, Islington .. .. .	189
Cork-street, Camberwell .. .. .	180
Lunda-street, Battersea .. .. .	112
Culvert-road, Battersea .. .. .	237
Vallance-road, Whitechapel .. .. .	132
Billingsgate-street, Greenwich .. .. .	215
Exmouth-street, St. Pancras .. .. .	412
Sundry displacements of less than 100 persons in each case—	
Street improvements .. .. .	464
Bridges .. .. .	117
Fire stations .. .. .	235
Tramways .. .. .	109
Main drainage .. .. .	60
Parks and Open Spaces .. .. .	22
Education service .. .. .	2,886
Total .. .. .	9,193

## CHAPTER X.

## LODGING HOUSES.

The provision of lodging-houses has been a distinctive and interesting feature of the Council's policy with regard to the housing of the working classes. Particulars are accordingly given of the three houses which the Council has so far erected. Many of the principal items are more or less common to the three, so that, in order to avoid repetition, only Bruce House, which is the latest and most up-to-date, is described in detail.

*Parker-street House, Drury-lane.*

This house was erected for re-housing purposes in connection with the Shelton-street scheme.\* Designs were invited from outside architects, the successful competitors being Messrs. Gibson and Russell. The detailed drawings were accordingly prepared by them, and the house was built under their supervision by Messrs. Holloway Brothers. The work was completed in January, 1893, when the building was opened with accommodation for 324 persons. It was subsequently enlarged so as to accommodate 345 persons. The total cost was £26,909, made up as follows :—Value of site, £3,750 ; cost of erection, including architect's commission, furniture, etc., £23,159.

The building is of fire-proof construction throughout, and contains a dining-room (with hot plate), reading and recreation room (accommodating more than 300 persons), lavatories, bath-rooms, workroom, parcel store, wash-house, laundry, store room, engine and boiler house, superintendent's quarters, and two shops.

*Carrington House, Deptford.*

This house was erected as part of the Mill-lane, Deptford, scheme.† The building was designed by the Council's architect, and the work was executed by the Works Department. The building accommodates 803 persons. The cost amounted to £57,137, made up as follows :—Value of site, £2,200 ; cost of building, including extras, furniture, etc., £54,937.

The elevations are of red brick with Portland stone dressings, the upper part of the frontage being finished with cement rendering. The accommodation includes a dining-room (with hot plate and crockery store), reading and smoking rooms ; barber's, tailor's and bootmaker's shops, feet-washing and bath-rooms, and wash-house.

The building was named Carrington House to commemorate the fact that it was opened in November, 1903, by the Countess Carrington, wife of the Rt. Hon. Earl Carrington, K.G., G.C.M.G. (now Marquess of Lincolnshire), who at the time was chairman of the Housing of the Working Classes Committee.‡

\* See p. 33-4.

† See p. 63.

‡ For plans and additional illustrations see pp. 98, 123-4.





CARRINGTON HOUSE, DEPTFORD.



CARRINGTON HOUSE.—SMOKING ROOM.



*Bruce House, Clare-market.*

Bruce House was built in accordance with the requirements of the re-housing scheme relating to the Kingsway and Aldwych improvement\*. The plans were prepared by the Council's architect, and the building was erected by Mr. H. L. Holloway, whose tender was accepted in October, 1904. The house was opened in July, 1906, with accommodation for 699 (afterwards increased to 708) persons. The cost was £55,935, made up as follows:—Value of site £8,830; cost of building, including extras, furniture, etc., £47,105.

The house was named after Mr. W. Wallace Bruce, as some recognition of the many years of work which he devoted to the subject



BRUCE HOUSE, CLARE MARKET.

of housing in London. Mr. Bruce was four times chairman of the Housing of the Working Classes Committee, and was a member of the Committee for fourteen years. The opening ceremony was performed by his wife, Mrs. Wallace Bruce.

The site has an area of about 28,171 square feet, and has frontages of 220 feet to Kemble-street, 108 feet to Drury-lane, and 139 feet to Kean-street. The plan above the ground floor is E shaped, as this was calculated to provide the maximum of light and air, with due regard to the economical development of the site. The building is six storeys in height. The elevations are of red brick, relieved with

\* See p. 87.



glazed and Luton bricks, stonework and rough cast, and the roofs are covered with green slates.

The ground floor comprises a dining-room (with hot plate and crockery store), a shop for the sale of food, smoking room, reading room writing room, locker room, parcels room, water closets and urinals for lodgers, and a portion of the administrative quarters. The dining room has an area of 5,177 square feet. Fixed tables and seats of teak are provided for 360 persons. Sinks with hot and cold water are provided in two recesses, where food can be prepared for cooking. A cylinder is fixed at each end of the hot plate chamber with a constant supply of hot water for making tea, etc., and there are also two large cooking ranges. The smoking-room is arranged on the main frontage, at the corner of Kemble-street and Drury-lane, and



BRUCE HOUSE—DINING HALL.

has a floor area of 1,907 square feet. Fixed teak tables and seats, accommodating 96 men, are provided in addition to movable arm-chairs. The room is heated by means of two open fireplaces, with special provision for the discharge of warm air. The reading room has a floor area of 2,720 square feet. In addition to a number of movable arm chairs, fixed seats and tables are provided to accommodate 136 men. Two polished teak book cases contain books for the use of lodgers. Three open fireplaces, with special provision for the discharge of warm air, are provided, and the room has a central open area which is accessible to lodgers. A special writing room is provided, approached from the reading-room. It has a floor area of 317 square feet, and will comfortably accommodate 12 men. This room is heated by means of two steam radiators.



The locker-rooms are fitted with 690 sheet-iron lockers with teak doors. The parcels room is fitted with shelving for lodgers' boxes and parcels. There are 34 water closets and 8 urinals.

The basement contains a lavatory, feet-washing rooms, bath-rooms, wash-house, shops for a barber and a bootmaker, and a further portion of the administrative quarters, including a disinfecting chamber. The lavatory is fitted with 68 glazed fireclay basins,



BRUCE HOUSE—CUBICLE.

with hot and cold water supply to each. Mirrors are fixed on the walls, and rails are provided for hats and coats. The feet-washing-room is fitted with eight troughs divided by glazed fireclay slabs, and both hot and cold water are laid on. The bath-rooms contain five glazed fireclay slipper baths and one shower bath with hot and cold supply.

The first floor flat over the dining room and portion of locker room is railed off for use as a promenade for lodgers, garden seats being provided. Each cubicle floor is divided into sections by division



walls, which admit of the isolation and disinfection of sections in the event of contagious disease; they would also check the spread of fire. Each lodger has an independent cubicle having a minimum width of 4 feet 10½ inches, and an area of 36 square feet, and lighted by a separate window. The height of the storeys from floor to ceiling is 9 feet, with the exception of that of the top floor, which is 8 feet 9 inches. The partitions between the cubicles are 7 feet 6 inches in height, while that portion adjoining the corridor is only 6 feet 6 inches in height, thus ensuring ample ventilation. The cubicle partitions are framed wood with panels, which can be taken out and replaced, if necessary, without disturbing the framing. Each cubicle contains an iron bedstead with spring mattress, the whole of which can be folded back against the partition for the purpose of readily sweeping and cleansing the floor. There are two principal staircases leading to the cubicles, and, in addition, one emergency staircase. These are so arranged as to make it practically impossible for any part of the cubicle corridors to be cut off from one or more of the staircases in the event of fire. Iron gates, fitted with panic bolts, are provided to the staircases to prevent lodgers having access to the cubicles during prohibited hours. Teak doors have been fixed on the landings of the staircases, in order to check the spread of fire from one floor to another, and each staircase is fitted with a fire hydrant. There are four water closets on each floor for night use, with the exception of the top floor, where there are only two. Taps for drinking water are provided on the staircase landings.

The surfaces of the walls in the principal corridors, staircases, lavatories, kitchens, cold stores, etc., have been finished in glazed bricks or tiles. The public rooms generally have dados of coloured tiles 7 feet 9 inches high. The reading and writing rooms are provided with picture panels of prints, framed in teak. The smoking-room has coloured pictures, similarly framed, and in the dining-room coloured tile-pictures with tile frames are provided. The floors of the principal rooms are laid in wood blocks on concrete. The fireplaces to the reading and smoking rooms are designed in coloured glazed tiles, with Hopton wood stone dressings and mantel shelves. The floors and staircases throughout are of fire-resisting construction.\*

\* For plans and additional illustrations see pp. 143-5.

## CHAPTER XI.

## MANAGEMENT OF THE COUNCIL'S DWELLINGS.

In view of the continual growth of the administrative work connected with the management of the large number of estates then in hand, the Council decided in 1901 to establish a department for the purpose of advising generally on housing work and of managing its housing property. As a consequence, a housing department was formed with a Housing Manager as its chief officer, responsible for the control of all housing estates, and for advising on questions relating to the housing of the working classes.

There are three kinds of property in the charge of the department :—

- (1) Block dwellings, comprising 6,428 tenements.
- (2) Cottage estates, comprising 2,844 cottages.
- (3) Lodging houses, comprising 1,856 cubicles.

All estates are directly administered from the central office, through the medium of resident superintendents at the large estates and lodging houses, and of resident caretakers at the small estates. These local officials are closely in touch with the central office, and by this means uniformity of management is secured. Although applications for rooms are received at any estate, no letting is effected until the applicant's references have been taken up, and the applicant accepted as a tenant from the central office. Applications for rooms are dealt with in the order in which they are received, and no priority is given, except in cases in which persons have been displaced in connection with any of the Council's operations, and in the case of applicants residing in the county, who are given preference to those residing outside. At the larger estates under the charge of superintendents, the tenants are required to pay their rents weekly at the estate offices, and these receipts are paid daily into a local bank. At the smaller estates, where caretakers are in charge, the rents are collected by collectors, who visit once a week. In both cases, the account books are examined at the central office, and tenants in arrear are communicated with therefrom.

In accepting a tenant care is taken to see that the family will not overcrowd the tenement, and it has been laid down, as a basis of calculation, that the standard of two persons a room must not be exceeded by more than one child under three years of age. At the commencement of a tenancy the family must satisfy this rule, but it may happen that in course of time by natural growth in numbers and age, and the introduction of other members of the family not previously living with the tenant, the tenement becomes overcrowded. In order to ascertain whether such is the case, an enumeration of the occupants of each tenement is taken yearly, and all cases of overcrowding ascertained on the basis of two persons



a room, all children under five (instead of three as on admission) being counted as nil, and any child between the age of five and ten years as half an adult. Cases of overcrowding are usually dealt with by transfers to larger tenements.

As accommodation varying in size has been provided at all the estates, tenants are not allowed to take lodgers at the block dwelling estates, but on the cottage estates permission is given by the Council, under certain conditions, to tenants who make the request to take a lodger.

No restrictions beyond those in the interest of the tenants themselves are imposed in the conditions of tenancy. Tenants are required in turn to clean the staircases and landings of the blocks in which they reside. At the cottage estates it is a condition of tenancy that the front gardens, with the exception of the hedges, which are maintained by the Council, shall be kept in a cultivated condition. The cleaning of the common yards and the lighting of staircases is carried out by porters employed on the larger estates and by the caretakers at the smaller estates.

The rents charged on the several estates necessarily vary. They are governed by the Council's regulations, which provide that all rents shall not exceed the rents ruling in the neighbourhood, and shall be so fixed that, after providing for all outgoings in respect of maintenance and capital charges, the dwellings shall be self-supporting. The rents charged at the various estates are shown in Appendix VIII. All rents become payable on Mondays in respect of the current week.

The whole of the repairs are carried out by workmen caretakers at the small estates, and by workmen who work under the superintendents at the large estates. There is also a staff of jobbing workmen and painters who carry out repairs under direct supervision from the central office. By this arrangement it is possible to carry out the repairs expeditiously, and with a minimum of inconvenience to tenants. It is the practice to paint all outside work every four years.

Information is given in Appendix X. as to the occupations of the tenants in March, 1912. It is interesting to note that the occupations in which the largest numbers of tenants are engaged are those of labourer, clerk, policeman, porter, salesman, carman, charwoman, cabinet-maker and tailor. These are the occupations which, speaking generally, employ the largest numbers of persons or are most widely spread throughout the county.

In the case of three estates (Totterdown-fields, White Hart-lane and Norbury), two of which are situated outside the county, inquiries were made in 1910 as to the districts from which the tenants came and where they were employed. It was ascertained that of the 1,421 families then living on the estates 1,057, or 74.4 per cent., had moved from within the county, while 364, or 25.6 per cent., came from districts outside. In 1,155 cases, or 81.3 per cent., the head of the family was employed within the county. Similar inquiries had been made in 1907, when the percentages of London

families and of men employed in London were less than in 1910. It is clear that the accommodation provided on the three estates is used chiefly, and to an increasing degree, by the working-classes of London.

The number of persons, including children, occupying the Council's dwellings (excluding the lodging-houses) in March, 1912, was 32,710. During the previous twelve months the number of cases of infectious diseases removed from the dwellings was 170, the number of births was 899, and the number of deaths was 277. These are at the rate of 5.19, 27.5 and 8.5 a 1,000, as compared with 6.5, 24.7 and 15 a 1,000 in the whole of London in 1911.

The three lodging houses provide sleeping accommodation in separate cubicles for 1,856 men. The houses are under the charge of resident superintendents, who have the assistance of a staff of porters, bedmakers, laundresses, etc. Lodgers obtain tickets at the houses for beds, for which they pay 6d. a night in two cases, and 7d. a night, or 3s. 6d. a week, in the other. There are also a few specially furnished cubicles let at 5s. or 6s. a week. The superintendent, in addition to being responsible for the management of the house, carries on, with the assistance of his wife, a catering business, in order that the lodgers may be able to obtain good food, cooked and uncooked, at a shop on the premises at cheap rates and in accordance with a tariff approved by the Housing of the Working Classes Committee. Lodgers using these houses have free use of the public rooms and lavatories with hot and cold water. A locker, in which he can keep his personal property, is provided for each lodger at a nominal charge. A charge of 1d. is made, however, for a bath, which includes the provision of soap and towel. Lodgers are admitted to bed at intervals of half an hour after 7 p.m., and are allowed to occupy their cubicles until 8.30 a.m. At Carrington House special arrangements have been made for the convenience of night workers. At this house a floor has been specially set apart so that men having to work during the night can go to bed from 7 o'clock in the morning until 5 in the afternoon. The charge in respect of these daybeds is the same as for a night bed.



## CHAPTER XII.

## TRAVELLING FACILITIES.

*Workmen's trains.*

In recent years the provision of good travelling facilities at a low rate has been increasingly recognised as a factor of great importance in the solution of the housing problem. It is of direct advantage in that it is a means of enabling a large number of working people to live away from their work in healthier surroundings and yet to reach it without much inconvenience or at a prohibitive cost. It is also of indirect advantage, since the removal to the suburbs of a considerable number of workmen and their families tends to increase the amount of, and to decrease the demand for, vacant accommodation in the central parts of London, and thus to reduce the charges for such accommodation. Although these facts are now so clearly recognised, it may be noted that until 1883 no general action had been taken to compel railway companies to run trains with cheap fares and at times convenient to the bulk of the working-class population. Any facilities for cheap travelling which existed before that date had either been provided voluntarily by the railway companies or were the result of special provisions inserted in particular railway bills. In that year, however, was passed the Cheap Trains Act, which imposes upon the companies the obligation to provide sufficient trains for workmen going to and from their work, at such fares and at such times between 6 p.m. and 8 a.m. as appear to the Board of Trade to be reasonable. The Act provides for the entire remission of passenger duties on all fares not exceeding the rate of 1d. a mile, and a reduction of the duty on the fares of all passengers conveyed at a higher rate under certain conditions. If the Board of Trade has reason to believe that any company are not fulfilling their obligations in this respect the Board may hold an inquiry or report the matter to the Railway Commissioners for the purpose, and either the Board or the Commissioners may order the company to provide such accommodation or workmen's trains at such fares as may appear to be reasonable. Failure to comply with such an order involves the company in the loss of the remission of passenger duty.

The administration and operation of the Act were carefully inquired into by the Royal Commission on the Housing of the Working Classes, 1884-5, who in their report laid down certain principles which have formed the basis of much of the action subsequently taken by the Council. The Royal Commission pointed out that the wages of the labouring population as a class left no margin for travelling expenses, and that, if the railways were to be used for their benefit, it was essential that the fares should not exceed the difference between the cheaper rents in the suburbs and the higher rents in more crowded districts, and that trains should be provided at convenient hours. On the question whether the provision of such facilities might not entail losses on the companies, the Commission made the following important pronouncement: "The State

has interfered in this matter in the public interest, rather with reference to what the working classes can afford than to what will pay the companies. The State assumes and exercises the right to control the price of conveyance on account of the monopoly which the companies are presumed to exercise in the conveyance of traffic.”\* The evidence presented to the Commission showed that three companies did not run any trains at all for workmen, and that, although the Act mentioned 8 o’clock in the morning as the limit of time for workmen’s trains, most of the trains provided by the other companies ran earlier than 7 o’clock. The failure of the companies in these two respects was attributed to the Board of Trade’s practice of not taking the initiative, but of depending for its information upon representations made to it by parties concerned. The Commission expressed the opinion that the Board should communicate with representative bodies of workmen to secure the proper working of the Act.

At an early stage of its consideration of the housing problem the Council perceived that, in order to cope with the difficulty of providing accommodation for persons displaced from insanitary areas, inducements should be offered to attract at least some of them to the suburbs. With a view to increasing the facilities an exhaustive inquiry was made into the services provided by the various railway companies, and at the suggestion of the Board of Trade this was followed by an informal conference with the managers of the companies. Later, in 1893, the Board convened a conference between representatives of the Council and of all the railway companies in London, at which the Council made the following proposals:—(i.) All 3rd-class trains arriving at London termini up to 8 a.m. to be workmen’s trains; (ii.) all 3rd-class trains starting from London termini up to 7.30 a.m. to be workmen’s trains; (iii.) a uniform scale of workmen’s fares to be adopted; (iv.) workmen’s tickets to be daily ones; (v.) workmen’s tickets to be available in superior class carriages when the 3rd class accommodation is insufficient; (vi.) workmen’s tickets to be available for return by any train carrying 3rd class passengers; (vii.) workmen’s trains and fares to be properly advertised at the stations and in the time-tables; and (viii.) quarterly or monthly 3rd-class season tickets to be issued. The companies agreed to

\* *Report of the Royal Commission on the Housing of the Working Classes*, 1885, p. 50. This view was confirmed by the Railway and Canal Commissioners in 1899, when, in giving judgment against the Great Eastern Railway Company, they stated—“The company therefore obtain a large sum every year conditionally on their running workmen’s trains, and there is no occasion to make the question of these trains depend upon a consideration of how they stand as regards a remunerative profit from the fares, seeing what these trains earn for the company by saving them from paying duty on all those fares which do not exceed 1d. per mile.” It should be mentioned, however, that, in connection with an action in 1911 against the same company, the Commissioners stated that there was “no ground for treating the remission of passenger duty as forming a fund out of which cheap trains for workmen are to be provided. Section 2 exempts from duty all fares not exceeding 1d. per mile, and has no direct relation to section 3, which deals with the provision of workmen’s trains.”



items (iv.) and (vii.), and as regards (vi.) agreed that workmen's tickets should be available for return by any train after noon, the companies having the right to except certain trains. The concessions were regarded by the Council as inadequate, and the Board and the companies were so informed.

Efforts to arrive at an agreement with the companies having proved fruitless, the Council attempted to secure the insertion in railway bills of clauses requiring companies to provide a sufficient number of cheap trains. These attempts in the case of bills relating to lines already in existence were not very successful, but in the case of new railways, such as the tube railways and of the amalgamation of the South-Eastern and London, Chatham and Dover systems, the results were much more satisfactory, and clauses, for the most part in the form submitted by the Council, were inserted in the companies' bills. The Council also supported the Cheap Trains Bill in 1895, and, when this failed, endeavoured, without success, to obtain a parliamentary inquiry into the subject. In 1899 it prepared a bill for the amendment of the Cheap Trains Act, but, as any procedure with this object had to be by public bill, it was found hopeless to proceed.

Up to 1899 it had not been clear how far the Council could take part in applications made under the Cheap Trains Act for additional facilities for workmen. Early in 1899 the Council communicated with the Board of Trade asking that it might be allowed to take part in all inquiries affecting London. The Board of Trade gave the necessary permission so far as concerned all applications which were heard and decided by the Board of Trade itself, but referred the Council to the Railway Commissioners with regard to cases heard by that body. The Railway Commissioners also assented to the Council taking part in the cases which came before them, but reserved the right to decide in each case the exact position which was to be taken up by the Council. These consents have proved of great use, and, since the dates when they were given, the Council has repeatedly availed itself of the rights thus established to press for improved services or cheaper fares. Much has also been accomplished by negotiation with the companies. There are now services of workmen's trains on every railway in London, and the progress made is well illustrated by the figures in the following table:—

Year.	Number of workmen's trains daily.	Number of miles travelled by trains daily.
1890	257	1,806
1894	395	2,679
1897	466	3,247
1899	608	4,360
1902	767	5,808
1905	893	6,788
1906	1,167	8,609
1908	1,474	10,506
1910	1,630	11,480
1911	1,731	12,150

In 1911, therefore, there were more than six times as many workmen's trains as there were in 1890, and the mileage was nearly seven times as great. Although many reductions in fares have been secured, averaging 20 or 25 per cent., these have not corresponded with the expansion in the train services. This is partly due to the greater difficulties attending reductions of fares, for, beyond the fact that workmen's fares are less than the ordinary third-class fares, there is no definition of what is a workmen's fare. There is great inequality between the rates charged on different railways, and this demands and is receiving attention.

A Select Committee of the House of Commons was appointed in 1903, and re-appointed in 1904 and 1905, to consider the working and administration of the Cheap Trains Act. The Council submitted various proposals for the amendment of the Act, and several of these were embodied, in whole or in part, in the Committee's recommendations. The Committee also recommended, as concessions to the companies, that all districts within a radius of 20 miles of London where an adequate service was provided, should be regarded as urban for the purpose of remission of duty, and that railway companies, instead of being required to re-house within a mile of displacement, should be allowed to re-house in the suburbs and to convey the workmen by cheap trains. The Council urged the Government to promote legislation on the lines recommended by the Select Committee, but nothing has yet been done in this direction.

#### *Workmen's tramcars.*

The Council, as the tramway authority for London, has been in a position to give to workmen the cheap facilities for travelling which it has urged upon the railway companies. Acts relating to tramways in north London provided that workmen's cars, at fares to be fixed by the Board of Trade, should be run at such hours before seven in the morning and after six in the evening, as each company might think convenient. When the Council in 1897, after acquiring these tramways, leased them to the North Metropolitan Tramways Company, the lease provided that the company should "run a sufficient number of carriages upon all or any one of the tramways between the hours of three and eight in the morning, at fares not exceeding 1d. for a single journey, and at return fares not exceeding 2d., each return ticket to be available either for the return journey or for a single journey at any time by any car on any route and in any direction, and within any period from the day of issue."

When the Council began to work the south London tramways in 1899, it adopted a similar basis for the service of workmen's cars. Further the cars on some important routes were run throughout the night, and, in addition, passengers by workmen's cars had the advantage of the  $\frac{1}{2}$ d. fares which the Council instituted. Since 1st January, 1901, the services of workmen's cars have continued until 8 a.m.



The following arrangements are, therefore, now in force on the Council's tramways. The fares by workmen's cars within the county both on the northern and southern sections of the system are, with few exceptions, 1d. for a single journey for any distance beyond the usual  $\frac{1}{2}$ d. stages and 2d. for two-journey tickets, available for another journey on any route, on any car, at any time, on day of issue. Workmen's tickets are issued on cars which arrive at, or depart from, London termini up to 8.0 a.m.

The following are a few of the longest routes on the Council's systems to which the workmen's fare of 1d. single, 2d. return, applies:—Waterloo-bridge to Blackwall-lane *via* Westminster; Victoria-embankment to Norbury, to Merton, to Norwood or to Peckham-rye; Southwark-bridge to Forest-hill *via* Brockley, or to Catford; Victoria to Forest-hill *via* Dulwich, to Catford, or to Lee; Hop Exchange to Tooting-junction *via* Battersea; Aldgate or Bloomsbury to Stamford-hill *via* Mare-street; Bloomsbury to Poplar, or to the River Lea; Holborn or London Docks to Stamford-hill *via* Kingsland-road; Moorgate-street to Hampstead, or to Highgate Village.

The number of car miles run in each year on the Council's tramways at workmen's fares is given in the following table:—

Year.	Horse traction.	Electric traction.	Total.
1902-3	213,665	Nil.	213,665
1903-4	158,147	309,598	467,745
1904-5	No record.	No record.	No record.
1905-6	213,337	1,264,660	1,477,997
1906-7	499,381	1,700,709	2,200,090
1907-8	603,920	2,805,065	3,408,985
1908-9	442,210	3,505,958	3,948,168
1909-10	221,350	4,228,792	4,450,142
1910-11	148,579	5,020,658	5,169,237
1911-12	99,127	5,339,899	5,439,026

On the whole of its system there are now about 1,684 workmen's cars daily with a total mileage of about 17,928 miles.

It will be seen from a comparison of the figures in the two tables above that, while the facilities afforded by workmen's trains have increased only six or sevenfold in twenty-one years, those afforded by the Council's trams have increased about twenty-five fold in ten years.

The length of the tramways in London owned by other authorities is so short that for the present purpose their effect upon the housing question may be disregarded.

#### *Motor omnibuses.*

So far as can be ascertained, the omnibus companies in London, although they run numerous services at times convenient for workmen, do not make any reduction in fares to those who travel

before a particular hour. For the purposes of comparison a statement is appended showing the fares charged by these [companies between points from and to which workmen's trains or tramcars are also available :—

Route.	Return (or double) fare charged by		
	Omnibus.	Workmen's train.	Workmen's tramcar.
	d.	d.	d.
Piccadilly-circus to Hammersmith-broadway	6	2	—
Bank of England to Shepherd's-bush ..	6	2	—
Mansion-house to Wormwood-scrubs ..	8	4	—
Broad-street to Kilburn .. ..	7	4	—
Baker-street to Finchley-road station ..	4	2	—
Charing-cross to Golder's-green .. ..	8	2	—
Moorgate to Archway-road .. ..	4	3	2
Euston-road to Finsbury-park .. ..	3	2	2
Moorgate to Finsbury-park.. ..	4	2 or 3	2
Waterloo-bridge to Stamford-hill .. ..	5	—	4
Stamford-hill to Bishopsgate .. ..	3	2 or 3	2
Aldgate to Bow .. ..	3	2	2
Blackwall-tunnel to Aldgate .. ..	3	2	2
London-bridge to Greenwich .. ..	6	4	2
Victoria to Lee .. ..	8	5	2
		(Charing-cross)	
Westminster-bridge to Peckham-rye ..	4	3	2
		(Victoria)	
London-bridge to Norwood.. ..	6	4	2
Charing-cross to Brixton .. ..	4	2	2
		(Victoria)	



## CHAPTER XIII.

## PRESENT ASPECTS OF THE HOUSING QUESTION IN LONDON.

A short account has now been given of the chief difficulties of the housing problem in London, and of the efforts made by Parliament, by the Metropolitan Board of Works, by the Council, and by the vestries and district boards and their successors, the metropolitan borough councils, to grapple with them. Details vary from time to time, almost from year to year, and it seems well in conclusion to allude briefly to some aspects of the problem as it now presents itself, and to endeavour to suggest lines of enquiry and action on which a right solution may proceed.

It is clear that future action must depend to a very large extent on the alterations which may take place in the numbers of the population, in the number and character of the factories, trades and businesses carried on, and in the consequent demand for labour. Although the population of London has greatly increased, the rate of increase has been steadily falling for the last fifty years. For the decennium ended 1851 the rate of increase was 21.2 per cent. ; for 1861, 18.8 ; for 1871, 16.1 ; for 1881, 17.4 ; for 1891, 10.4 ; for 1901, 7.3 ; and in 1911 there was an actual decrease of 14,582, or 0.3 per cent. Side by side with this tendency there has been a remarkable increase in the population of the districts immediately adjoining the county, an increase much in excess of their natural expansion. The population of extra-London in 1891 was 1,405,489 ; in 1901 it had increased to 2,045,135, and in 1911 to 2,729,673. The increase has been most marked in districts to which exceptionally cheap facilities for travelling from the central parts of London have been provided. Typical instances are Edmonton and Walthamstow, to which, for a number of years, there have been services of workmen's trains from Liverpool-street station, at a return fare of 2d. During the sixty years from 1851 to 1911 the population of Edmonton (with Southgate) increased more than ten-fold, from 9,708 to 98,409, and that of Walthamstow nearly 25-fold, from 4,959 to 124,580.

There can be no doubt that, while the population of the extra-London districts will continue to increase, the population of the county will tend to become stationary. Already in the ten years 1901-11 there has been a small decrease and, though it cannot be anticipated from this that the population has reached its limit, it is obvious that, as the area of the county is fixed, the proportion of undeveloped to developed land must tend, with the growth of building, to diminish. When only a comparatively small area remains to be built upon, the population will not increase so rapidly as it did when vacant land lay in every direction. Another factor is the substitution, especially in the central parts of the county, of commercial for residential buildings. A third is to be found in the

attractions offered by the extra-London districts in the form of greater air-space and pleasanter surroundings. In the following tables the cost of tenements in central London is compared with the cost of similar accommodation in the suburbs, with the addition of a workman's fare (a) by railway, (b) by tramway.

(a) *Allowing railway fare varying from 1s. to 2s. 9d. a week.*

District.	Suburban district to which workmen's trains run from central area.	Average rent of 3-roomed tenements in new dwellings in central district.	Rent of 3-roomed tenement in suburban district <i>plus</i> one workman's return fare.	Difference.	
				In favour of central district.	In favour of suburban district.
		s. d.	s. d.	s. d.	s. d.
Westminster ..	Croydon ..	9 1 $\frac{1}{4}$	9 10 $\frac{1}{4}$	— 9	—
	Ealing ..		9 5 $\frac{3}{4}$	— 4 $\frac{1}{2}$	—
St. Marylebone..	Willesden ..	10 5 $\frac{1}{4}$	9 4	—	1 1 $\frac{1}{4}$
	Ealing ..		10 2 $\frac{3}{4}$	—	— 2 $\frac{1}{2}$
South St. Pancras	Hendon ..	9 9 $\frac{3}{4}$	9 6 $\frac{3}{4}$	—	— 3
Holborn ..	Wood Green..		10 6 $\frac{1}{4}$	— 8 $\frac{1}{2}$	—
Finsbury ..	Finchley ..	9 8 $\frac{3}{4}$	10 4 $\frac{1}{4}$	— 6 $\frac{1}{2}$	—
Bethnal Green..	Tottenham ..		8 3 $\frac{3}{4}$	—	1 5
Stepney ..	West Ham ..	8 5 $\frac{1}{4}$	7 9 $\frac{3}{4}$	—	1 11
Shoreditch ..	East Ham ..		8 5 $\frac{1}{4}$	—	1 3 $\frac{1}{2}$
Southwark ..	Croydon ..	9 2	9 10 $\frac{1}{4}$	— 8 $\frac{1}{4}$	—
North Lambeth					

(b) *Allowing tramway fare of 1s. a week.*

District.	Districts within the county boundary to which workmen's tram-fares are available from the central area.	Average rent of 3-roomed tenements in central district.	Rent of 3-roomed tenement in suburban district <i>plus</i> one workman's return fare.	Difference.	
				In favour of central district.	In favour of suburban district.
		s. d.	s. d.	s. d.	s. d.
North Lambeth	Tooting ..	9 2	8 9 $\frac{1}{2}$	—	— 4 $\frac{1}{2}$
Southwark ..	Streatham ..		8 9	—	— 5
North Lambeth	Wandsworth	9 2	8 11	—	— 3
Southwark ..	Battersea ..		9 — $\frac{1}{4}$	—	— 1 $\frac{3}{4}$
North Lambeth	Deptford ..	9 2	8 — $\frac{3}{4}$	—	1 1 $\frac{1}{4}$
Southwark ..	Greenwich ..		8 10 $\frac{1}{2}$	—	— 3 $\frac{1}{2}$
	Lewisham ..	9 8 $\frac{3}{4}$	9 — $\frac{3}{4}$	—	— 1 $\frac{1}{4}$
Bethnal Green..	Hackney ..		9 10 $\frac{1}{2}$	— 1 $\frac{3}{4}$	—
Stepney..	Stoke New'gt'n	9 11 $\frac{3}{4}$	9 10 $\frac{1}{2}$	— 1 $\frac{3}{4}$	—
Shoreditch ..	Poplar ..		8 5 $\frac{3}{4}$	—	1 3
South St. Pancras	Poplar ..	9 10 $\frac{1}{2}$	8 5 $\frac{3}{4}$	—	1 6
Holborn ..	Hackney ..		9 10 $\frac{1}{2}$	—	— 1 $\frac{1}{4}$

It will be seen that, when railway fares are allowed, the difference is usually in favour of the suburban district, and that when tramway fares are allowed this is almost invariably the case. The advantages of air-space and pleasant surroundings can, therefore, be secured at practically no extra cost, and even, in the majority of instances, with some reduction of necessary expenses. It must be borne in mind, however, that this reduction would take place



only when one railway or tramway fare is necessary. When the children are wage-earners, two, three or even more fares might have to be paid by one household. Also, residence in the outlying districts may involve some increased expenses in other directions, due to the greater distance from centres for the supply of commodities.

It is necessary to consider also what alterations may arise in the demand for labour. According to returns made by the Home Office, there were in London in 1897 8,275 factories, employing 344,391 persons. These numbers had altered in 1901 to 9,193 and 363,573, in 1904 to 9,663 and 357,392, and in 1907 to 10,490 and 387,061 respectively. It is common knowledge that, during the past few years, many firms have moved from London either into extra-London or further afield. The figures quoted above relate to only a few years, and any deductions from them should, therefore, be drawn with caution. Even with this reservation, however, they afford reasonable grounds for thinking that the removals are more than compensated for by the number of new factories established, and that the demand in London for labour *of one kind or another* shows a tendency to increase. This view is supported by the fact, already referred to, that in the central parts of London residential buildings continue to give place to commercial and industrial buildings. Moreover, there is the fact that, so long as the present distribution of civilisation throughout the habitable globe continues, London's central geographical position is likely to secure for London its pre-eminent position as a banking, commercial, trade and social centre. This position must be reflected in the continuance of the consequent requirement for fresh supplies of labour.

The present conditions most nearly affecting the problem may, therefore, be summed up in the following propositions:—the population of London is tending to become stationary; the population of the extra-London districts is rapidly increasing; this increase is due in great measure to removals from London; the demand for labour in London is not likely to decrease.

Attempts have been made in the past to stem the growth of population in London, and, apart from the economic considerations which condemn such attempts, their futility has been amply demonstrated. Nor is it more practical or desirable to try to prevent the flow of population outward from London. The only possible and the only reasonable course is to recognise the movement and to take adequate measures to guide and control it. In recent years this policy has appealed to the Council with great force, and the accounts of its action in securing travelling facilities by train and tramcar, and in providing cottages on the county periphery show conclusively the energy with which it has attempted the work of guidance. At the same time, however, the Council has not been free to abandon the policy of central housing or rehousing which it may be contended is to some extent in conflict with the objects of what may be called the larger policy.

The obligation to rehouse displaced persons on the sites of the dwellings which they formerly occupied was imposed upon the Council and its predecessors by Parliament. The rehousing made compulsory by the Artisans Dwellings Act, 1875, and by subsequent amending and extending Acts, has caused numerous sites in central districts to be utilised for the erection of new dwellings. The difference between the commercial value of these sites and their value restricted to housing purposes is estimated at over a million pounds. Of course the reduction of the full value of the sites by this sum cannot wholly be laid to the charge of the policy imposed by Parliament, for, whatever policy had commended itself to Parliament, it would have been necessary to rehouse in the immediate neighbourhood of their displacement those workers whose hours and conditions of labour rendered it practically impossible for them to live in the suburbs. These form a comparatively small minority, and it must be admitted that, so far from securing any *generally* desirable result, the policy laid down by Parliament has often led to the retention in central districts of many working-class families who might have been accommodated in the suburbs at less cost to the community and at greater advantage to themselves, while the sites on which they are housed have been shut out from their natural economic development. As a general rule, the dwellings thus compulsorily provided may be said to make a commercial return on the basis of a land value restricted to housing purposes, but instances are not wanting in which provision has had to be made in spite of the fact that no sufficient return could be secured. In such cases the Parliamentary policy, when it has had to be applied without due regard to local conditions, has resulted, not only in the provision of an artificial attraction to an unsuitable neighbourhood, but in a continuous, as well as an initial, financial loss.

On a review of the facts, it is clear that future action should take the form, as a preliminary, of careful and periodical inquiries into the movements of the population and the demands for labour, in order to keep touch with, and to follow with appropriate measures, any alterations which may appear. If the existing conditions are maintained, housing accommodation can be provided most usefully and economically on the outskirts of the county or in extra-London districts. Sufficient provision already exists in these districts for the housing of those members of the working classes who earn fairly regular wages at rates above the average. New accommodation, publicly provided, should be suitable for the less fortunate and should, therefore, not contain, on the average, more than three or four rooms, while the rents should be the lowest which would recoup the outlay. Cheap tenements in the less central districts are of no use to the working classes, unless there are adequate means of locomotion at convenient times and reasonable fares. The provision of accommodation must, therefore, be combined with unremitting efforts to secure such means of locomotion. Finally, the provision of accommodation in the central parts of London



must be strictly confined to that needed for special purposes and special classes.

From an analysis of the rates irrecoverable and of the returns of empty houses there is reason to assume that the bulk of the vacant property in London is that originally erected for the middle classes. In some cases the houses are not adapted to modern requirements; in others the social status of the district in which they are situated has altered, although the neighbourhood may not yet be suited for commercial or industrial purposes. Pending the re-adjustment of the conditions, such property, after being vacant for a time, frequently falls into the hands of owners with small means, and is sub-let. In many cases the only object of the owners is to obtain as much rent, and to spend as little in maintenance, as they possibly can. All the tenants, who may comprise several families, have, in consequence, to use in common the cooking, washing and sanitary conveniences originally provided for only one family, and, as may be expected, the property rapidly becomes overcrowded and insanitary. The Council, fully realising the existence of these evils, obtained powers in its General Powers Act of 1907 to enable sanitary authorities to require in every tenement house, with certain exceptions, a sufficient provision of water for domestic purposes on the storey or one of the storeys in which the rooms or lodgings in the separate occupation of each family are situated, and obtained similar powers in its General Powers Act of 1908 with regard to the provision of sufficient and suitable accommodation for the cooking of food. The local authorities can therefore prevent objectionable conditions from arising, or can remedy them when they have arisen, either by enforcing their powers as to overcrowding and by insisting on the provision of proper sanitary and other conveniences, or by purchasing the property and by adapting it to its new purpose.\*

Special provisions with regard to the erection of dwellings for the working-classes are contained in the London Building Acts, and in London, therefore, design and construction are largely controlled.†

Beyond this, however, the rapid growth of the districts bordering on the county renders it essential that between London and border areas there should be uniformity in the rules and practice relating to sanitation, building construction and laying out of streets. A return‡ prepared on behalf of the Council in 1902 showed that in these matters urban and rural district councils contiguous to the county had, for the most part, framed their by-laws upon the model by-laws issued by the Local Government Board. Some approach has, therefore, been made towards uniformity. But

\* The above statements and views are based for the most part on one of the Council's publications entitled *Report by the Statistical Officer . . . on the present aspects of the Housing Question in London* (No. 1210, price 4d., post free 5d.), in which the question is dealt with in some detail, although, as the report was prepared in 1908, it is now not completely up to date.

† See Appendix XIV.

‡ *Return as to the uniformity of building and sanitary regulations in and near London.* (No. 666, price 1s., post free 1s. 2d.)

the return also showed that there were important variations and exceptions and that in some cases the by-laws were inadequate when compared with the Acts and by-laws in force in London. The following are examples. In London rainwater pipes must discharge in the open air over a properly trapped gulley, and surface water drains communicating with a sewer must be constructed as sewage drains ; the model by-laws contain no such provision, and only some of the authorities have dealt with these matters. In London the minimum distance of a building from buildings opposite or from the opposite side of the street must be 40 feet ; the model by-laws require only a distance of 24 feet between opposite buildings. In London the minimum height of a living room or bedroom must be 8 feet 6 inches ; in the model by-laws there is no limitation, although some authorities require heights varying from 8 feet to 9 feet. In London a building outside the City may not, without the consent of the Council, be erected within a distance of 20 feet from the centre of the road, nor may it, in the case of new buildings abutting upon streets constructed since 1862 and less than 50 feet wide, exceed in height the distance of the front of such building from the opposite side of the street ; there is no general provision or model by-law directly regulating the height of buildings outside London. In London every external wall, etc., must be protected by a damp course of materials impervious to moisture ; the model by-laws contain no special provision as to this and only some of the authorities have dealt with the matter. In London a carriage road must be at least 40 feet wide ; the model by-laws require a width of only 36 feet, although most authorities require a width of 40 feet, or even more. In London every street exceeding 60 feet in length, or having its length greater than its breadth, must have an entrance at each end and must generally afford direct communication between two streets used for carriage traffic ; the model by-laws require only one entrance, and most of the authorities have adopted this provision.

The question was considered also by the Inter-Departmental Committee on Physical Deterioration (1904), one of whose recommendations was as follows : " Local authorities in contiguous areas which are in process of urbanisation should co-operate with a view to securing proper building regulations, in furtherance of which end the making of building by-laws to be approved by the Local Government Board should be made compulsory on both urban and rural authorities." The Committee further pointed out that " By the use of judicious foresight and prudence the growth of squalid slums may be arrested." The Council, in 1905, communicated on the subject with the various out-county authorities and found that it was generally agreed that the Committee's recommendations should be carried out.

Some measure of uniformity in these cases will, no doubt, be secured by the operation of the Housing, Town Planning, etc., Act, 1909. Five applications under this Act have been made by the authorities of districts immediately adjoining the county and



are being considered, but no schemes have yet been prepared. The importance of these from the general point of view cannot here be dealt with, but they, and the schemes which will come after them, have a very great importance from the housing point of view. It is now a commonplace that, in this country, the planning of towns in the past was, as a general rule, quite haphazard. No regard was had to the amenities of the district, and, whatever may have been the case with the houses of the well-to-do, little or no attention was paid to the design, construction or disposition of the houses of the poorer classes. In planning the ideal town too much importance can hardly be attached to the necessity for such arrangements being made as will secure the proper distribution of the several kinds of accommodation required for the adequate housing of every class of the community.

In conclusion one point arising under the Housing, Town Planning, etc., Act, 1909, may be briefly referred to. The Act declares the erection of back-to-back houses to be unlawful, but does not prohibit the erection or use of a tenement house in which the tenements are placed back-to-back if the medical officer of health for the district certifies that the several tenements are so constructed and arranged as to secure effective ventilation of all habitable rooms in every tenement. The Housing Acts give no definition of back-to-back houses, but a reasonable definition would appear to be a house or letting having one side only open to the external air. The Council, in 1911, had before it the plans of a group of block dwellings proposed to be erected by the trustees of a philanthropic fund. On the basis of the above definition a large number of the tenements were back-to-back, and in any case the Council felt that the general provision of through ventilation to the intermediate tenements was unsatisfactory. The medical officer for the district issued the certificate required by the Act and the Council could not, therefore, take effective action. It is clear, however, that, in spite of the numerous enactments on the subject, it is still possible that a type of planning may be adopted for working-class dwellings which the Council, at any rate, considers will not result in the provision of dwellings on the best sanitary principles.





UNION BUILDINGS ESTATE.—LANEY BUILDINGS.



UNION BUILDINGS ESTATE.—LANEY BUILDINGS AND KIRKEBY



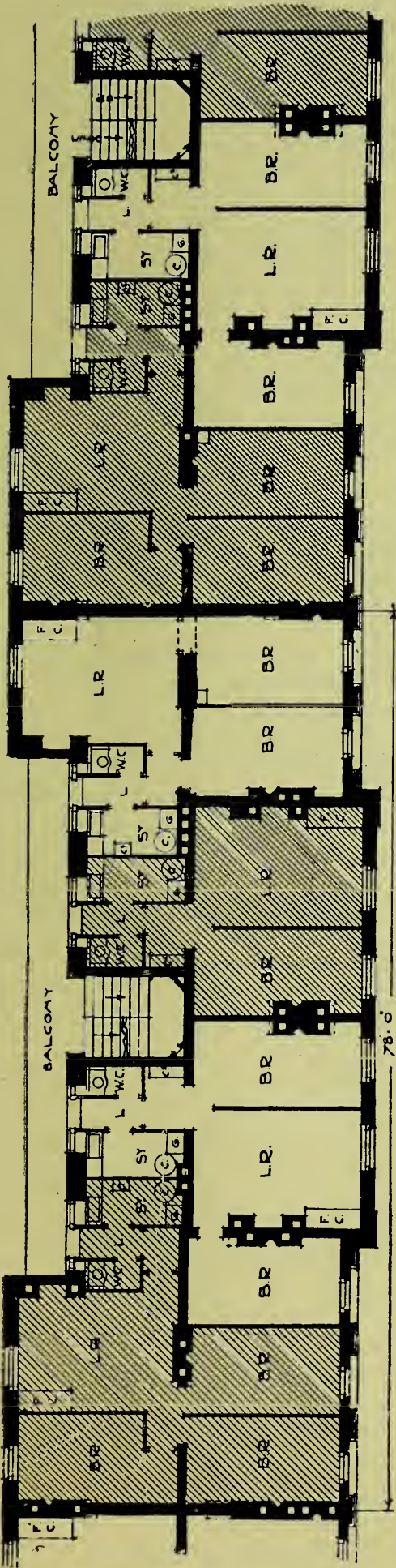


UNION BUILDINGS ESTATE.—NIGEL BUILDINGS AND LANEY BUILDINGS.

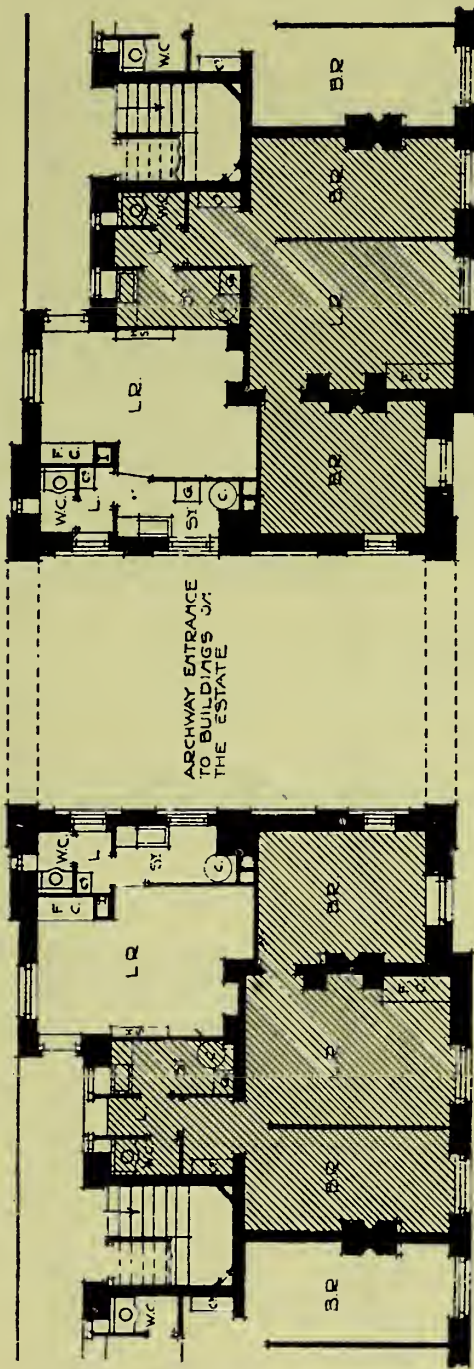


UNION BUILDINGS ESTATE.—NIGEL BUILDINGS

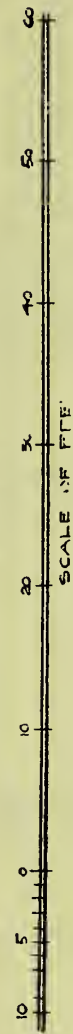




SECOND FLOOR PLAN



GROUND FLOOR PLAN.

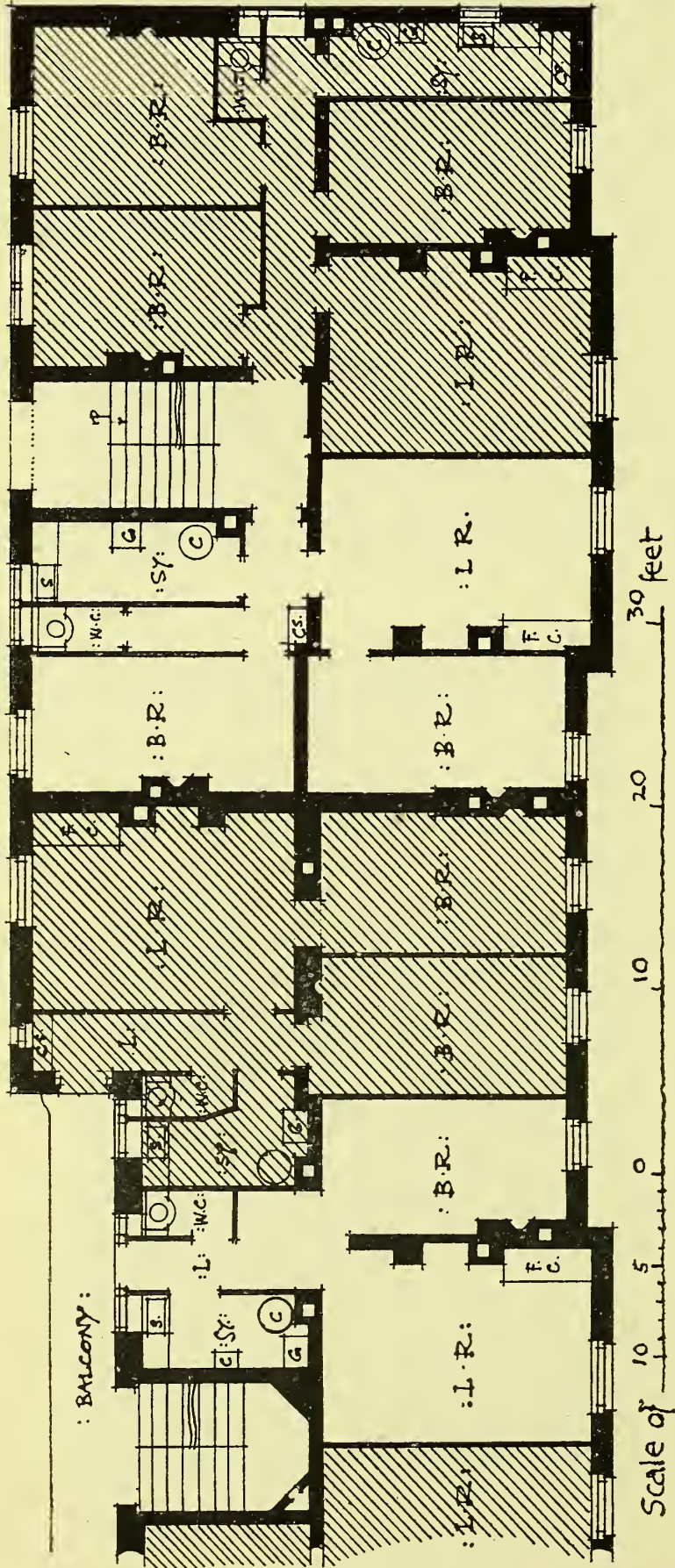


UNION BUILDINGS ESTATE.—NIGEL BUILDINGS.

*W. D. Kelly*

SUPERINTENDING ARCHITECT





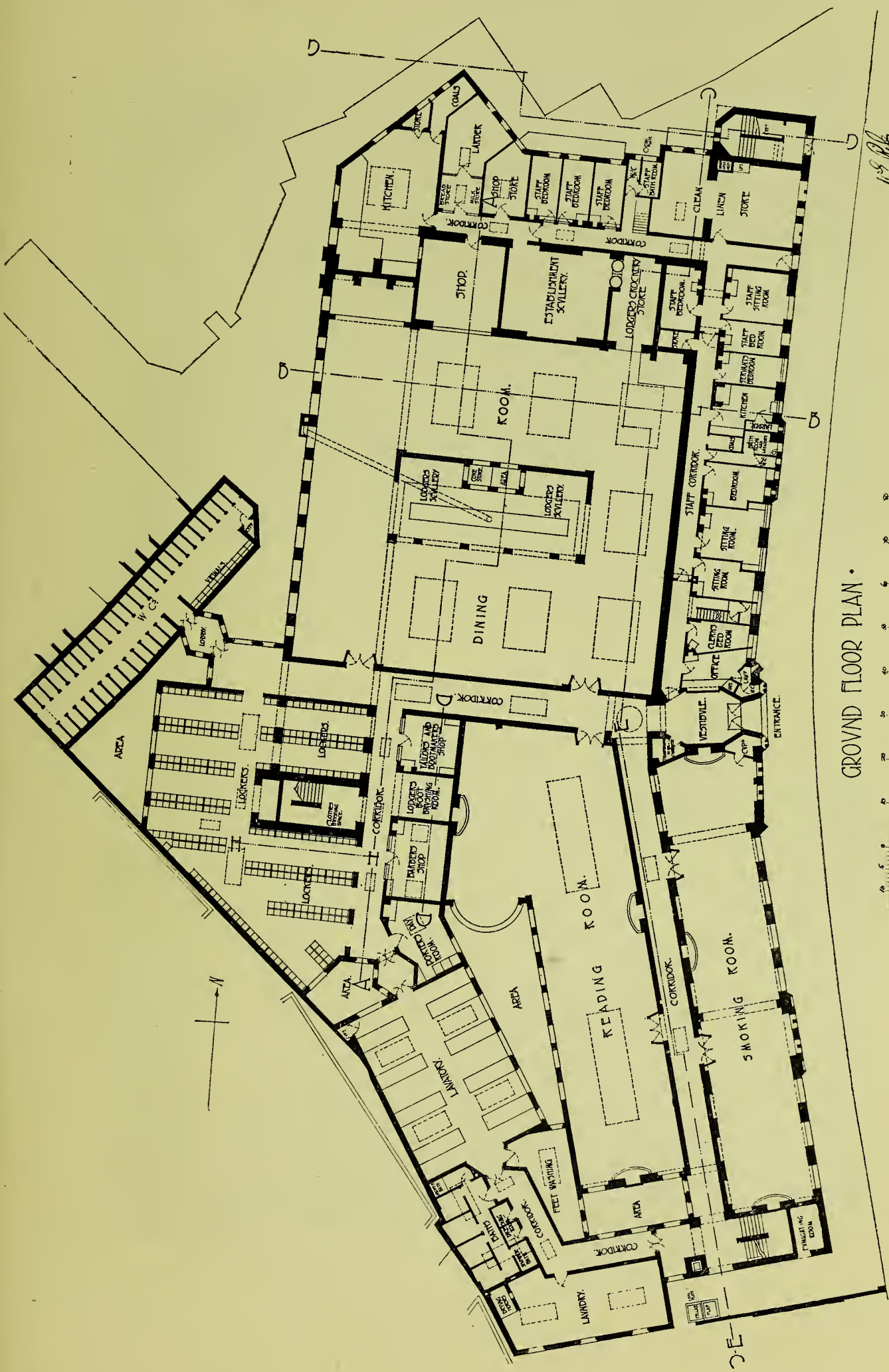
FIRST FLOOR PLAN.



W. B. Rely

SUPERINTENDING ARCHITECT

UNION BUILDINGS ESTATE.—BUCKRIDGE BUILDINGS.



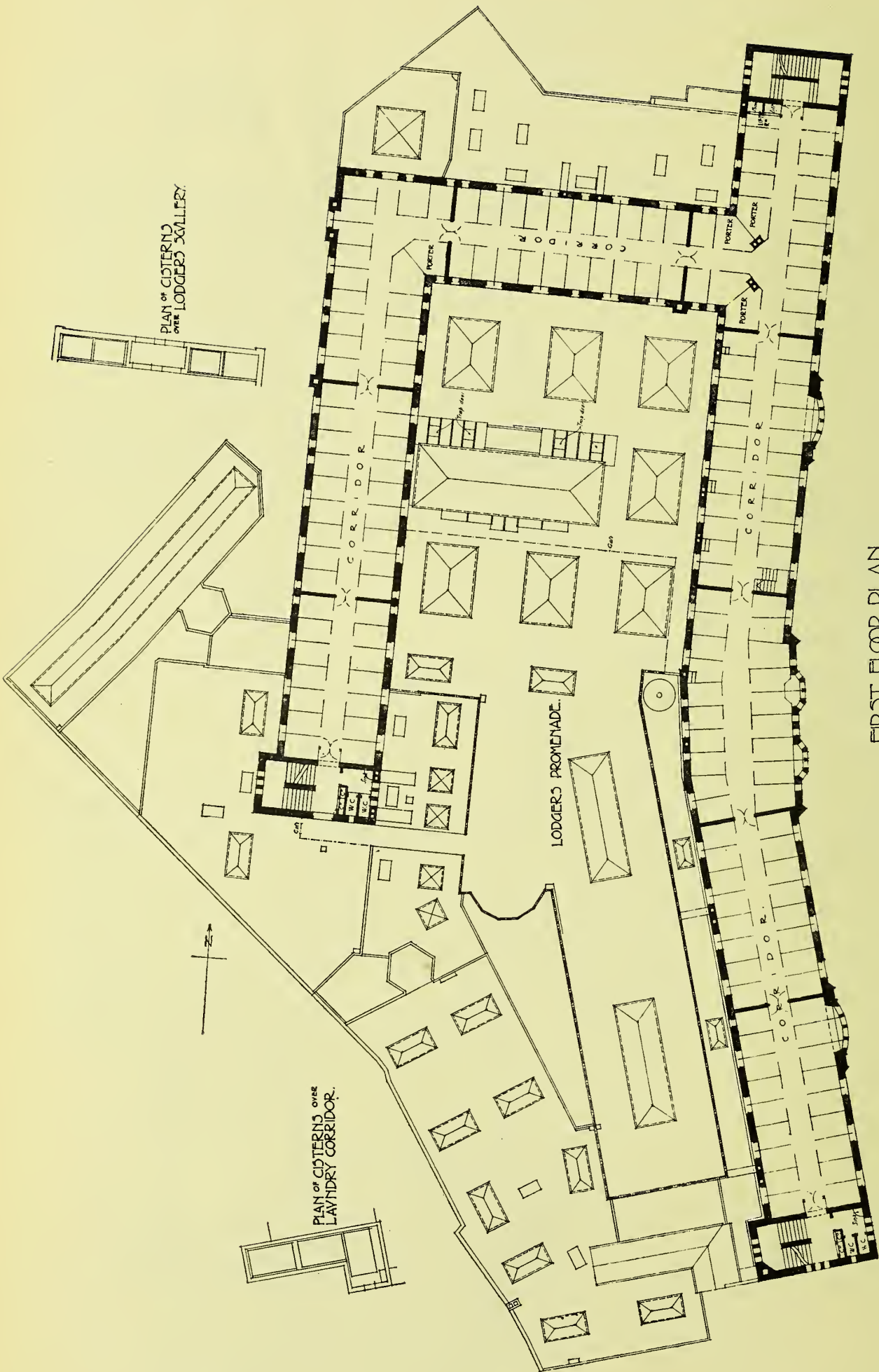
GROUND FLOOR PLAN.

• SCALE OF FEET.

CARRINGTON HOUSE, DEPTFORD.

W. S. Bell  
SUPERINTENDING ARCHITECT





FIRST FLOOR PLAN.

SCALE OF FEET  
0 10 20 30 40 50 60 70 80

CARRINGTON HOUSE, DEPTFORD.

*H. S. Bell*  
SUPERINTENDING ARCHITECT



TOTTERDOWN FIELDS ESTATE—COWICK ROAD.



TOTTERDOWN FIELDS ESTATE—COTEFORD STREET.





TOTTERDOWN FIELDS ESTATE—LESSINGHAM AVENUE.



TOTTERDOWN FIELDS ESTATE—OKEBURN ROAD (LOOKING NORTH).



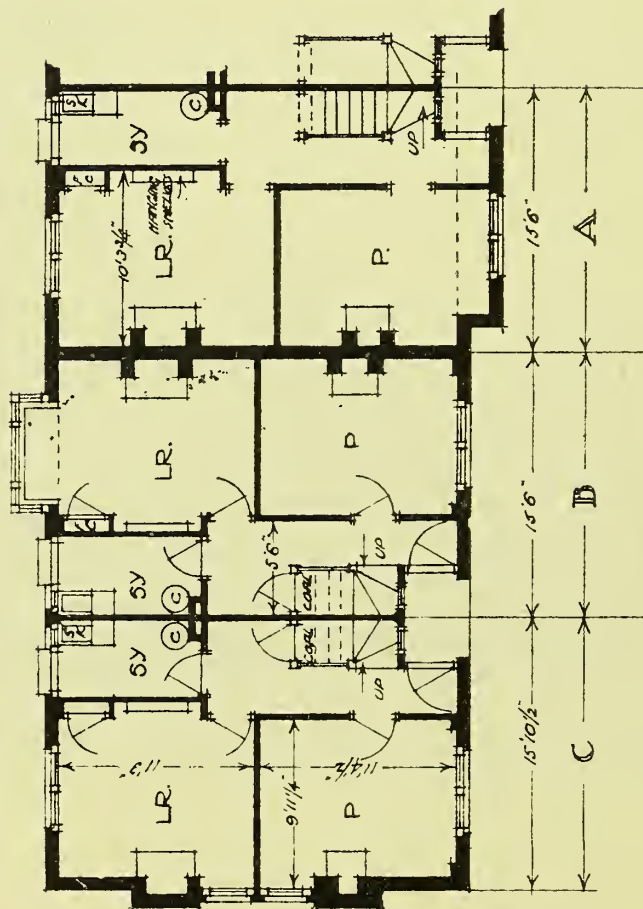


TOTTERDOWN FIELDS ESTATE—OKEBURN ROAD (WEST SIDE).

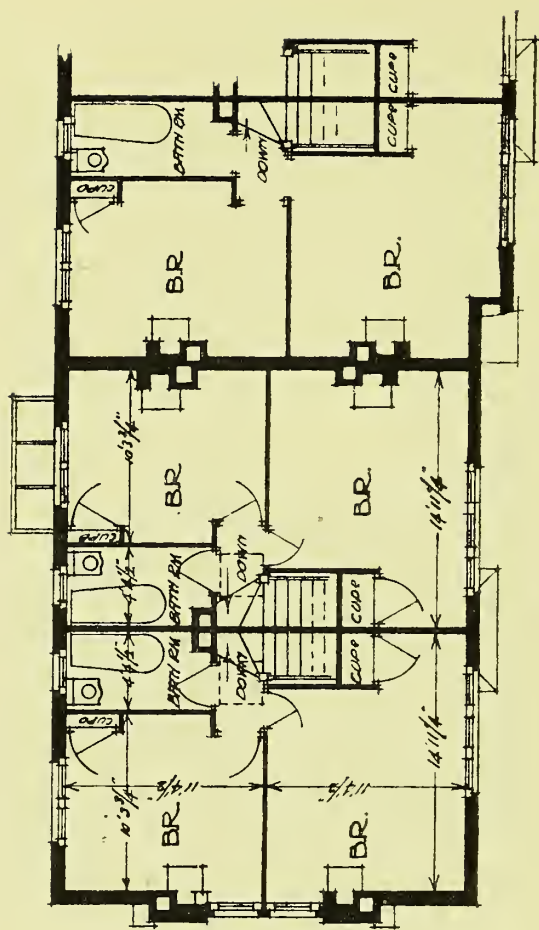


TOTTERDOWN FIELDS ESTATE—CHURCH LANE.





GROUND • FLOOR • PLAN •



FIRST • FLOOR • PLAN •



SCALE OF FEET.

TOTTERDOWN FIELDS ESTATE—FOUR-ROOMED COTTAGES.

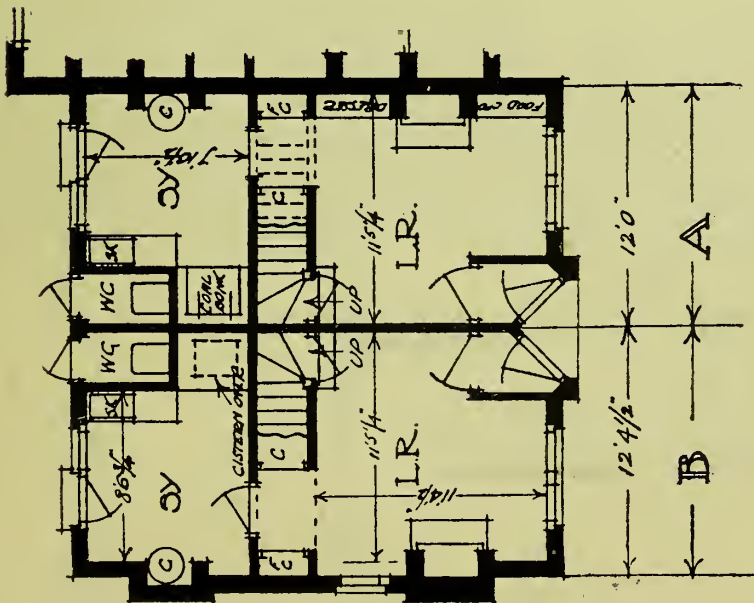
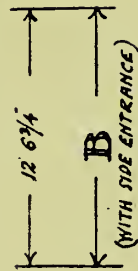
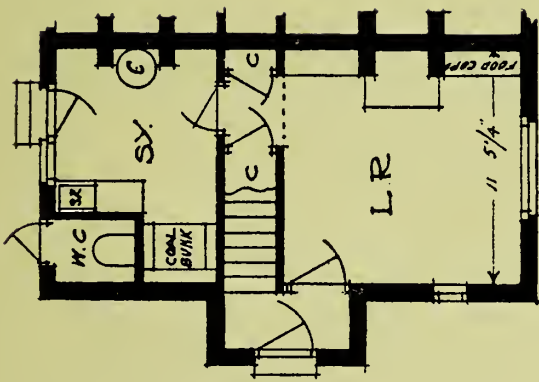
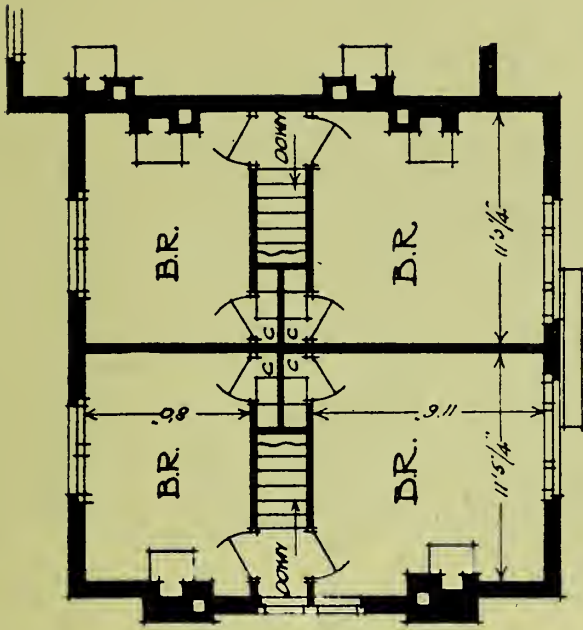
*W. B. Riley*

SUPERINTENDING ARCHITECT

SUPERINTENDING ARCHITECT

# FIRST FLOOR PLAN.

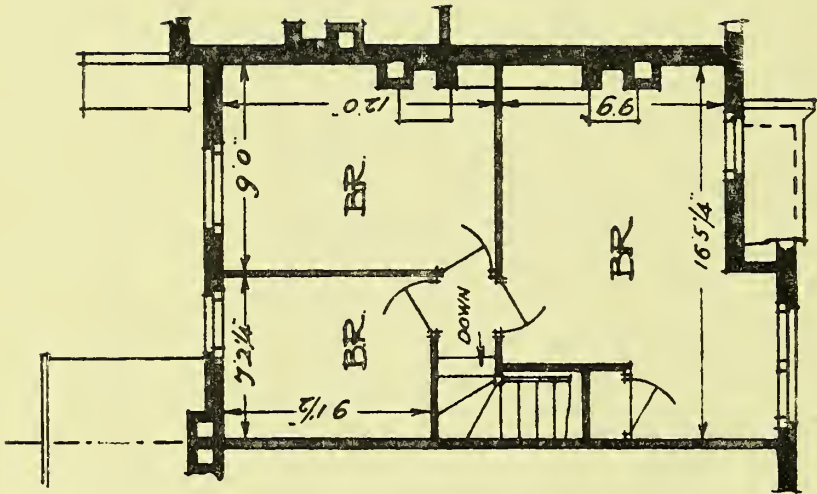
GROUND FLOOR PLAN.



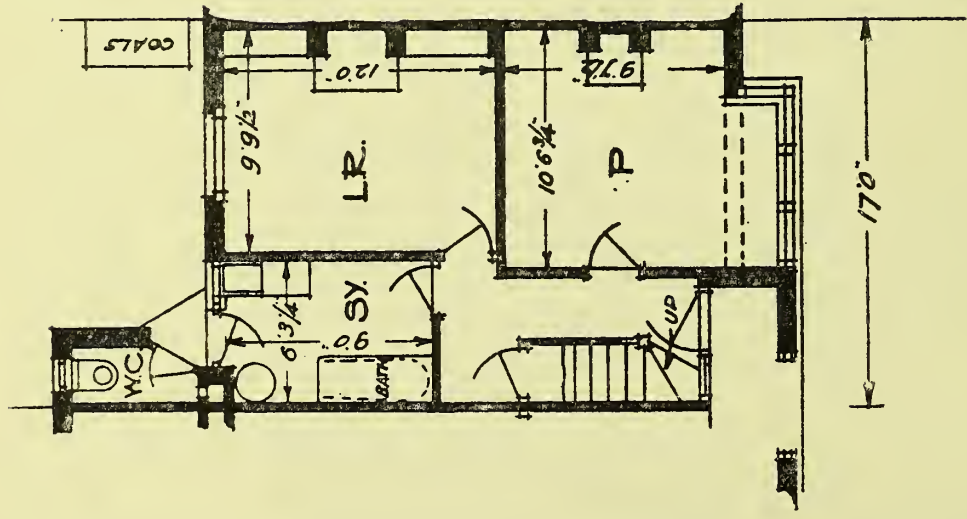
TOTTERDOWN FIELDS ESTATE—THREE-ROOMED COTTAGES.



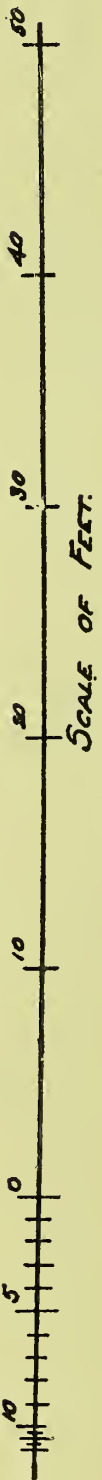
*W.B. Riley*  
SUPERINTENDING ARCHITECT



FIRST FLOOR PLAN



GROUND FLOOR PLAN



TCTTERDOWN FIELDS ESTATE—FIVE-ROOMED COTTAGE.



WHITE HART LANE ESTATE—GENERAL VIEW FROM NORTH.



WHITE HART LANE ESTATE—TOWER GARDENS RD. (LOOKING EAST.)



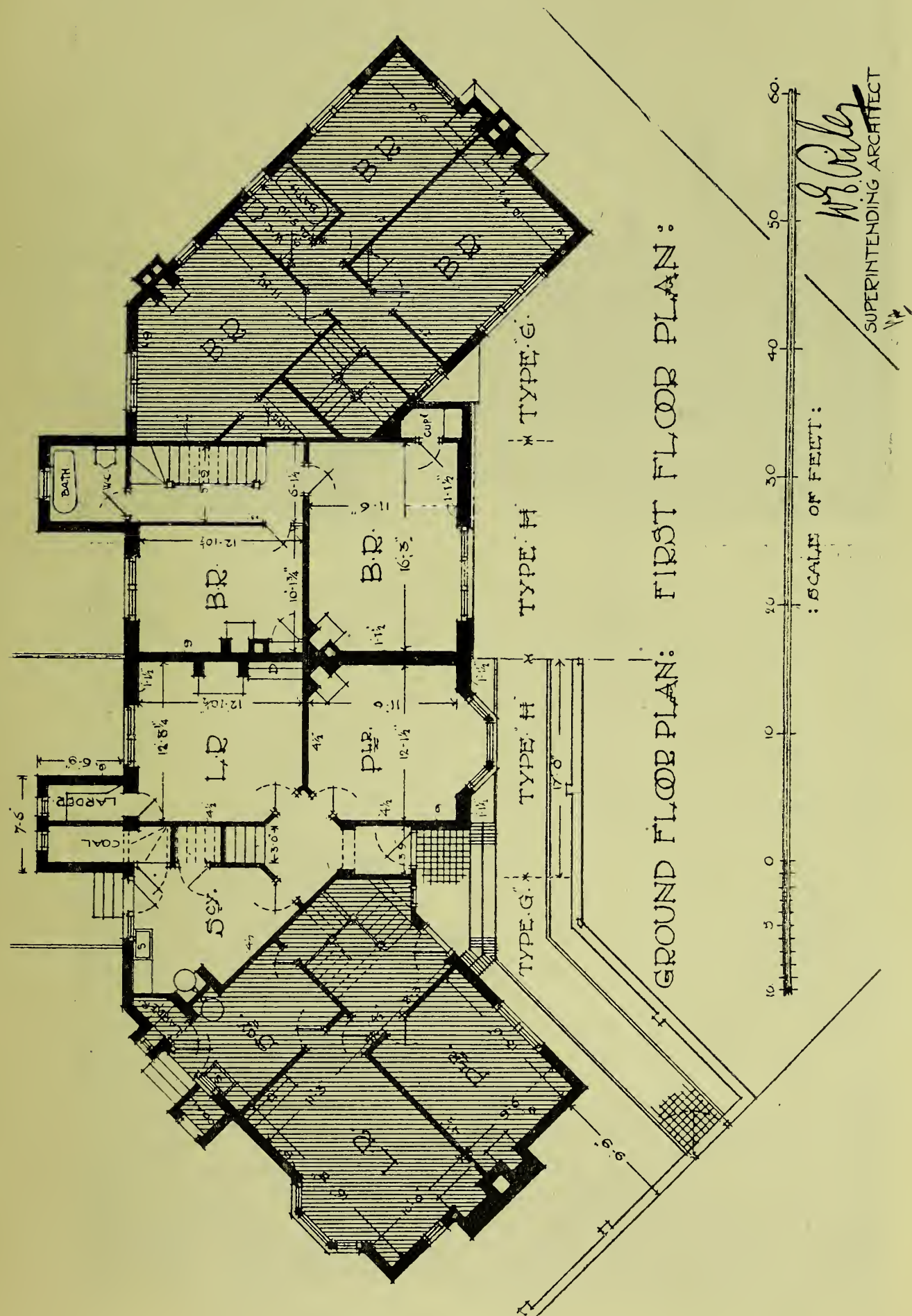


WHITE HART LANE ESTATE—TOWER GARDEN (EAST TERRACE).



WHITE HART LANE ESTATE—AWLFIELD AVENUE (WEST ANGLE BLOCK).





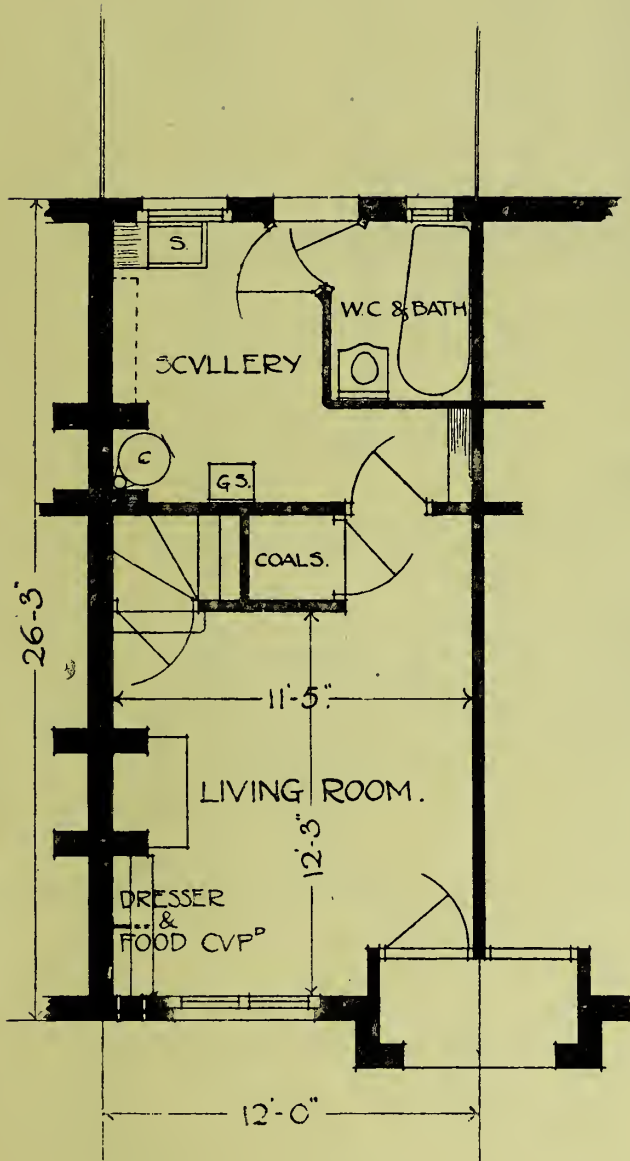




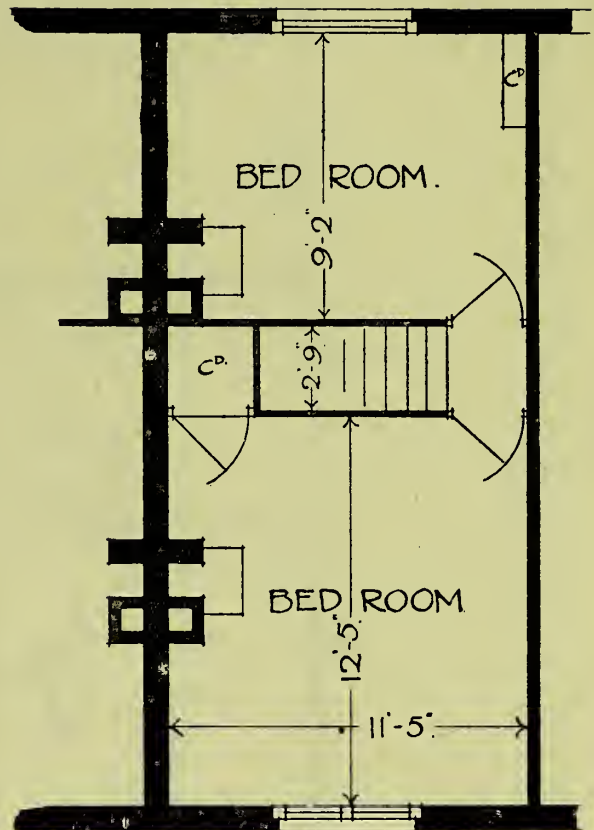
WHITE HART LANE ESTATE—AWLFIELD AVENUE (LOOKING SOUTH).



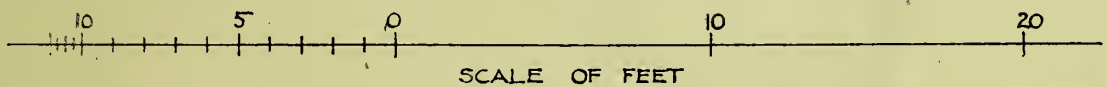
WHITE HART LANE ESTATE—CORNER OF AWLFIELD AVENUE  
(EAST ANGLE BLOCK).



GROUND PLAN.



1ST FLOOR PLAN.

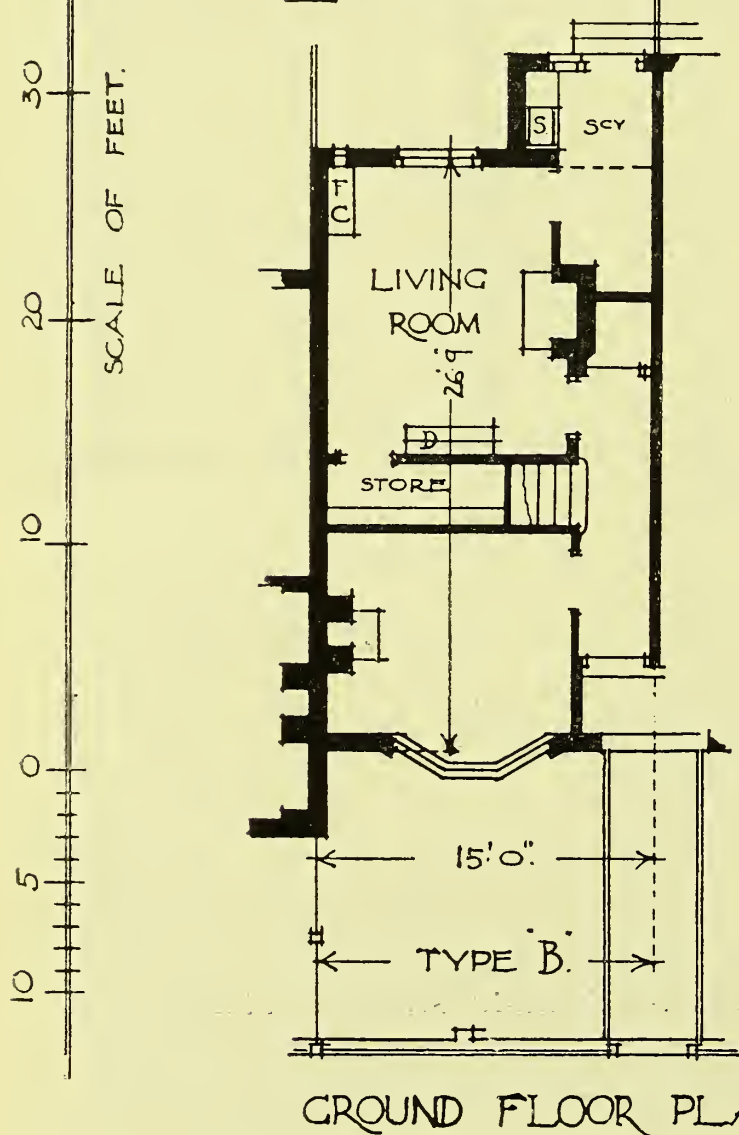
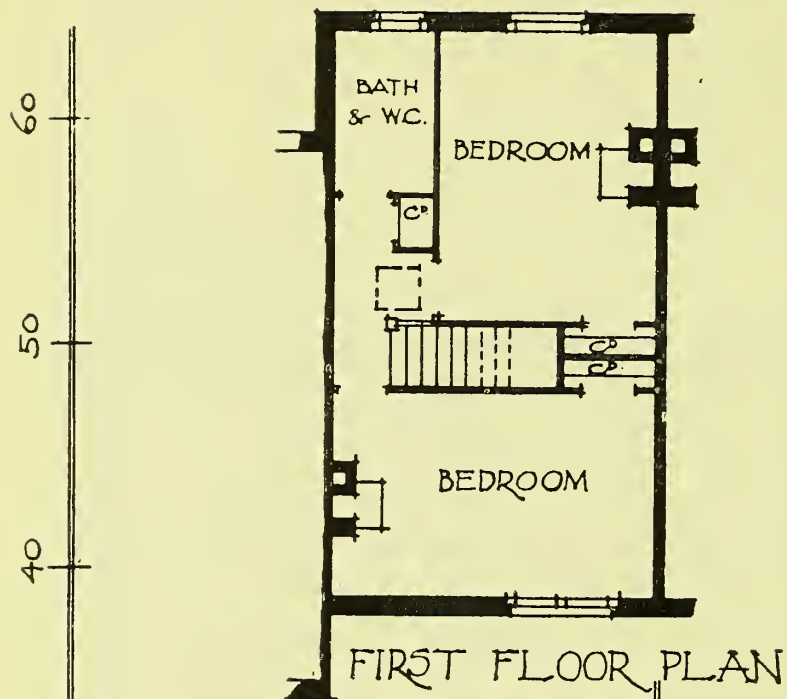


*W. S. Riley*

SUPERINTENDING ARCHITECT

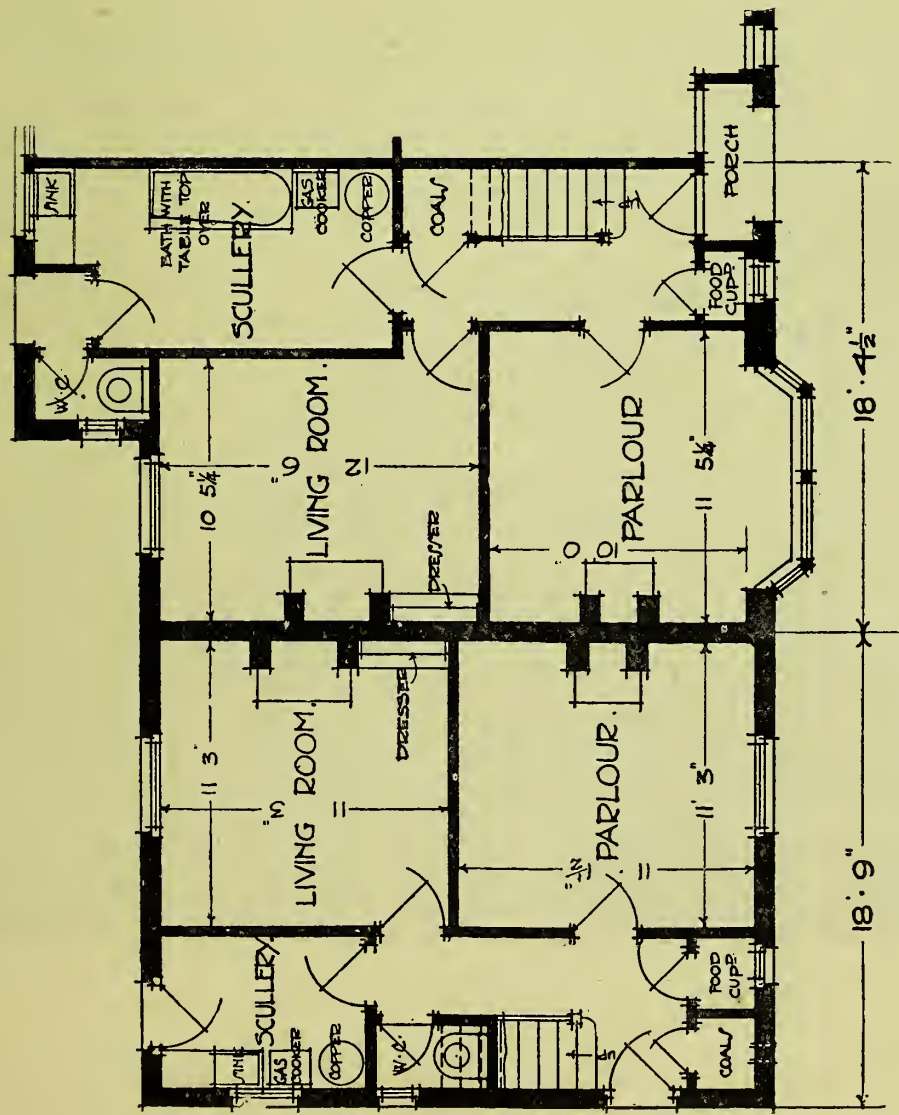
WHITE HART LANE ESTATE—THREE-ROOMED COTTAGE.



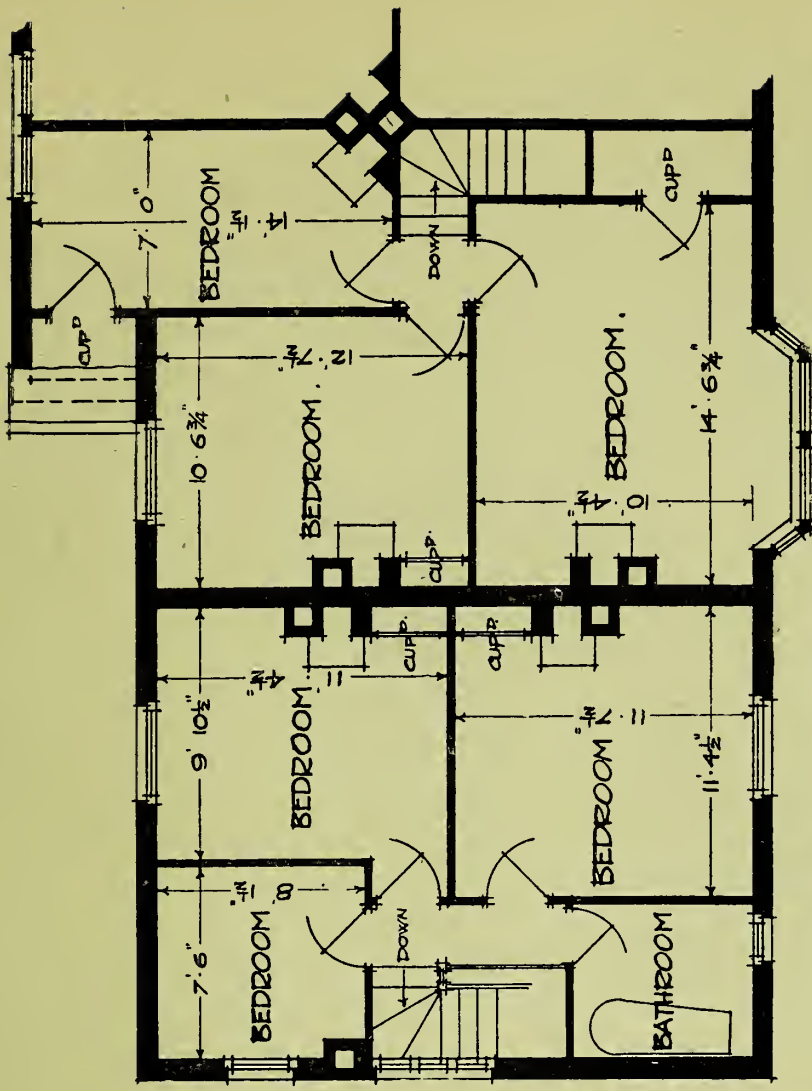


*W. B. Riley*  
 SUPERINTENDING ARCHITECT

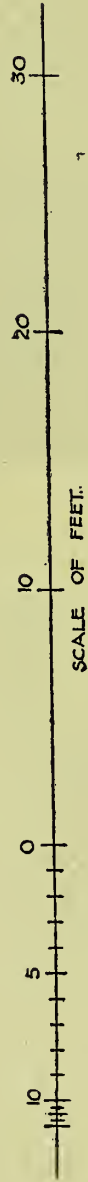
WHITE HART LANE ESTATE—FOUR-ROOMED COTTAGE.



GROUND FLOOR PLAN



FIRST FLOOR PLAN



WHITE HART LANE ESTATE—FIVE-ROOMED COTTAGES.

*W. P. Riley*  
SUPERINTENDING ARCHITECT.





NORBURY ESTATE—NORTHBOROUGH ROAD.



NORBURY ESTATE—BAVANT ROAD.



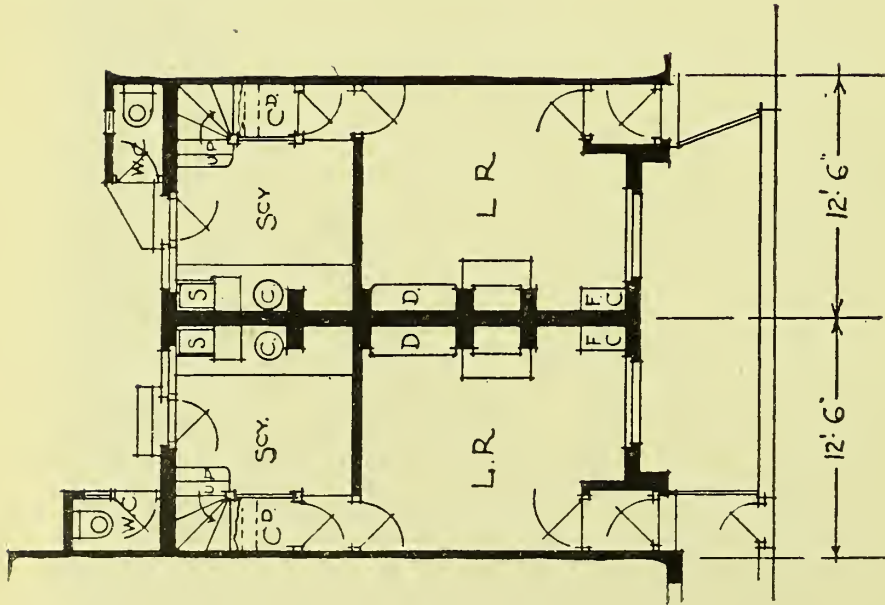


NORBURY ESTATE—TYLECROFT ROAD (LOOKING WEST).

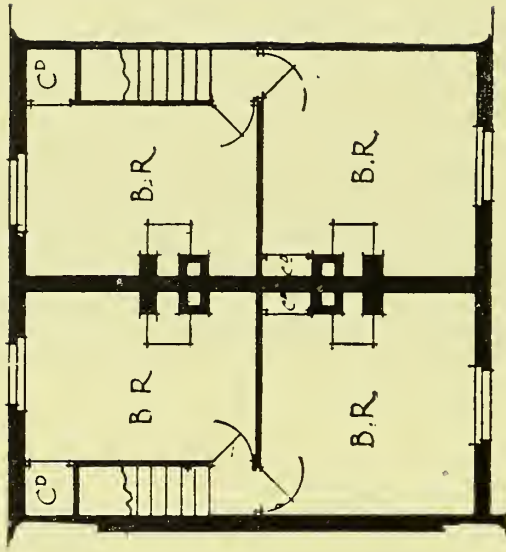


NORBURY ESTATE—TYLECROFT ROAD (LOOKING EAST).

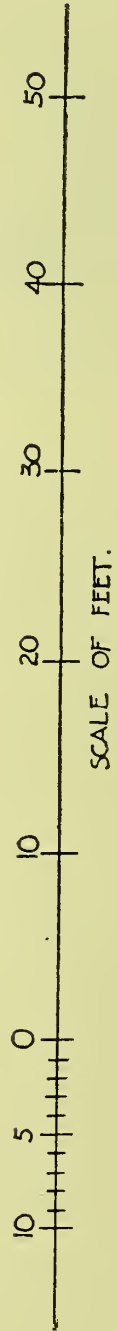


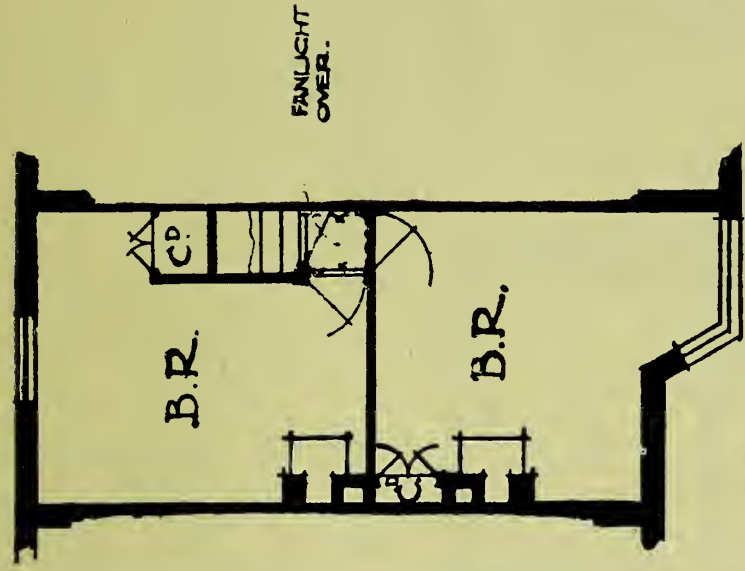
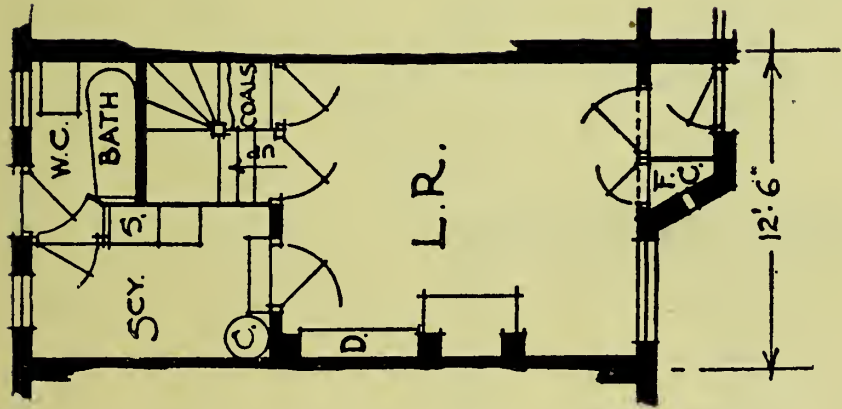


GROUND FLOOR PLAN



FIRST FLOOR PLAN





GROUND FLOOR PLAN .

FIRST FLOOR PLAN

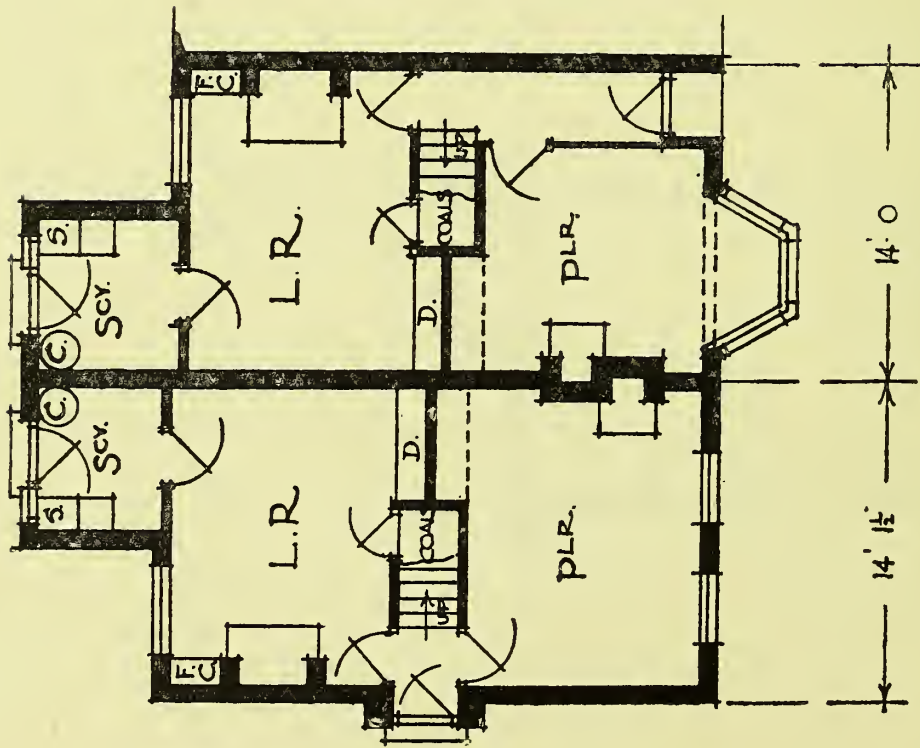


SCALE OF FEET  
NORBURY ESTATE—THREE-ROOMED COTTAGE.

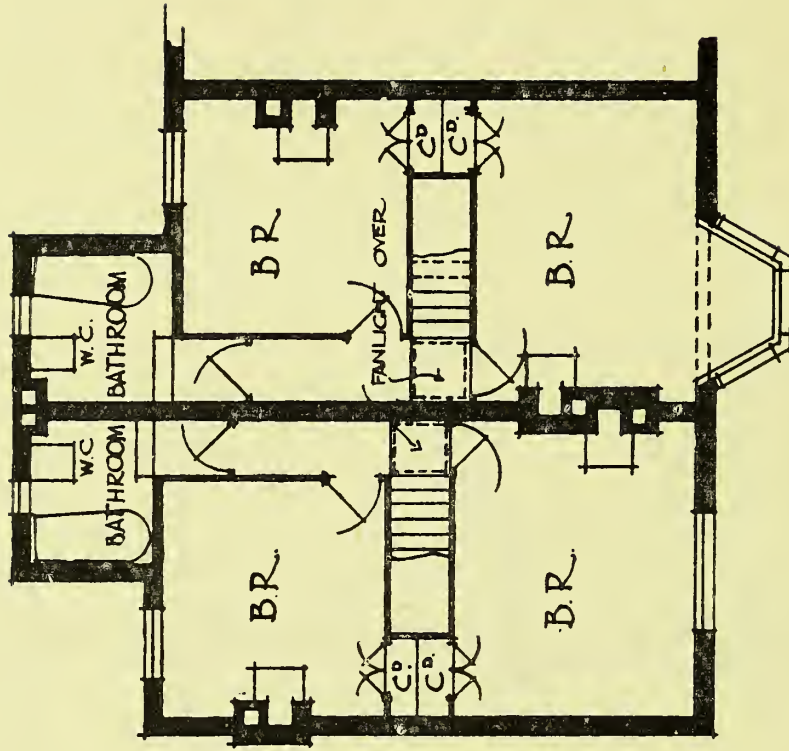
*W.B. Pugh*

SUPERINTENDING ARCHITECT.

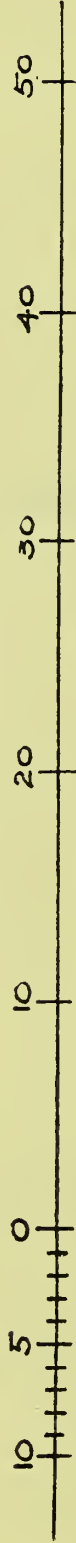




GROUND FLOOR PLAN



FIRST FLOOR PLAN

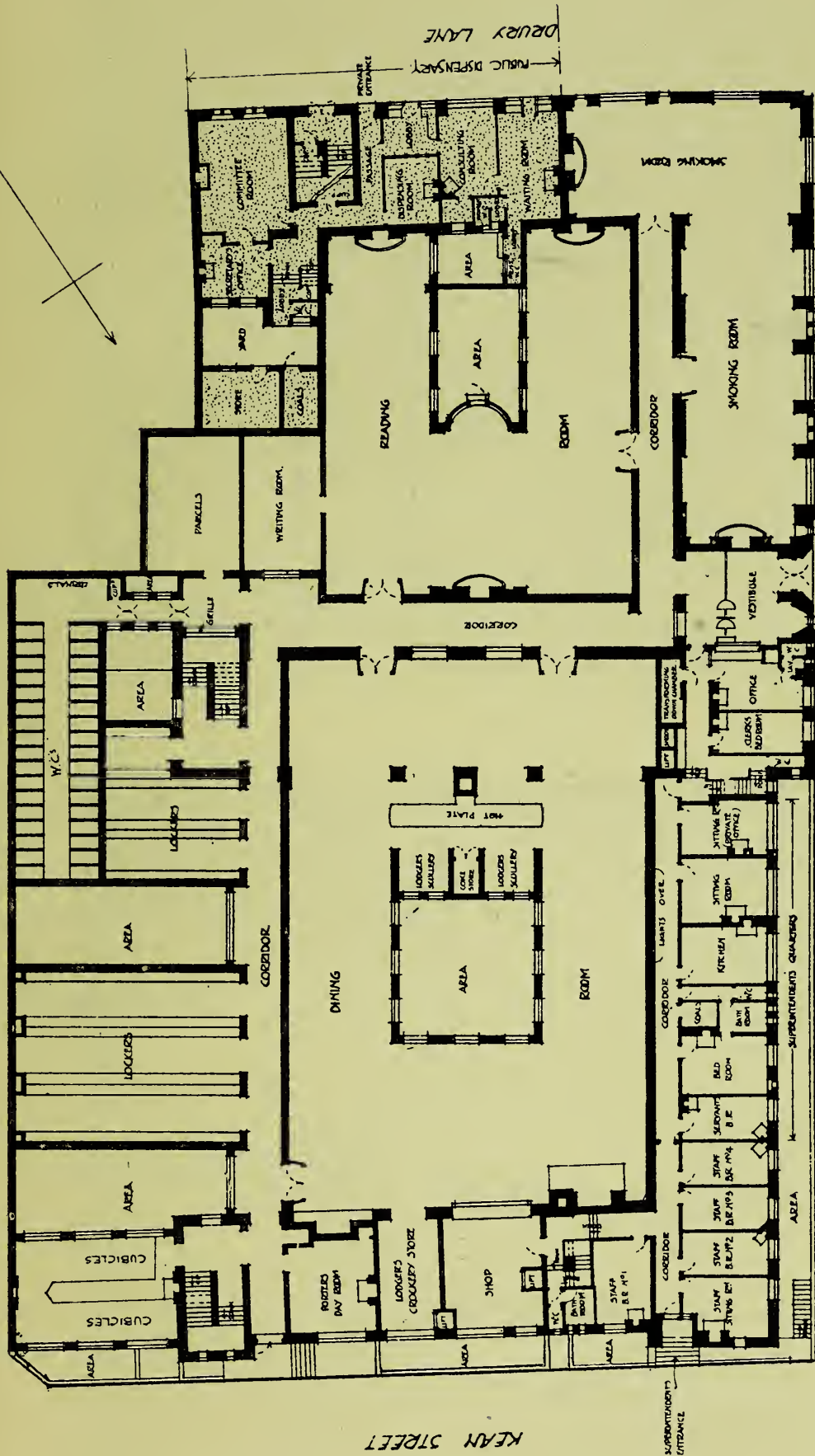


SCALE OF FEET

NORBURY ESTATE—FOUR-ROOMED COTTAGES.

*W. G. G. G.*

SUPERINTENDING ARCHITECT

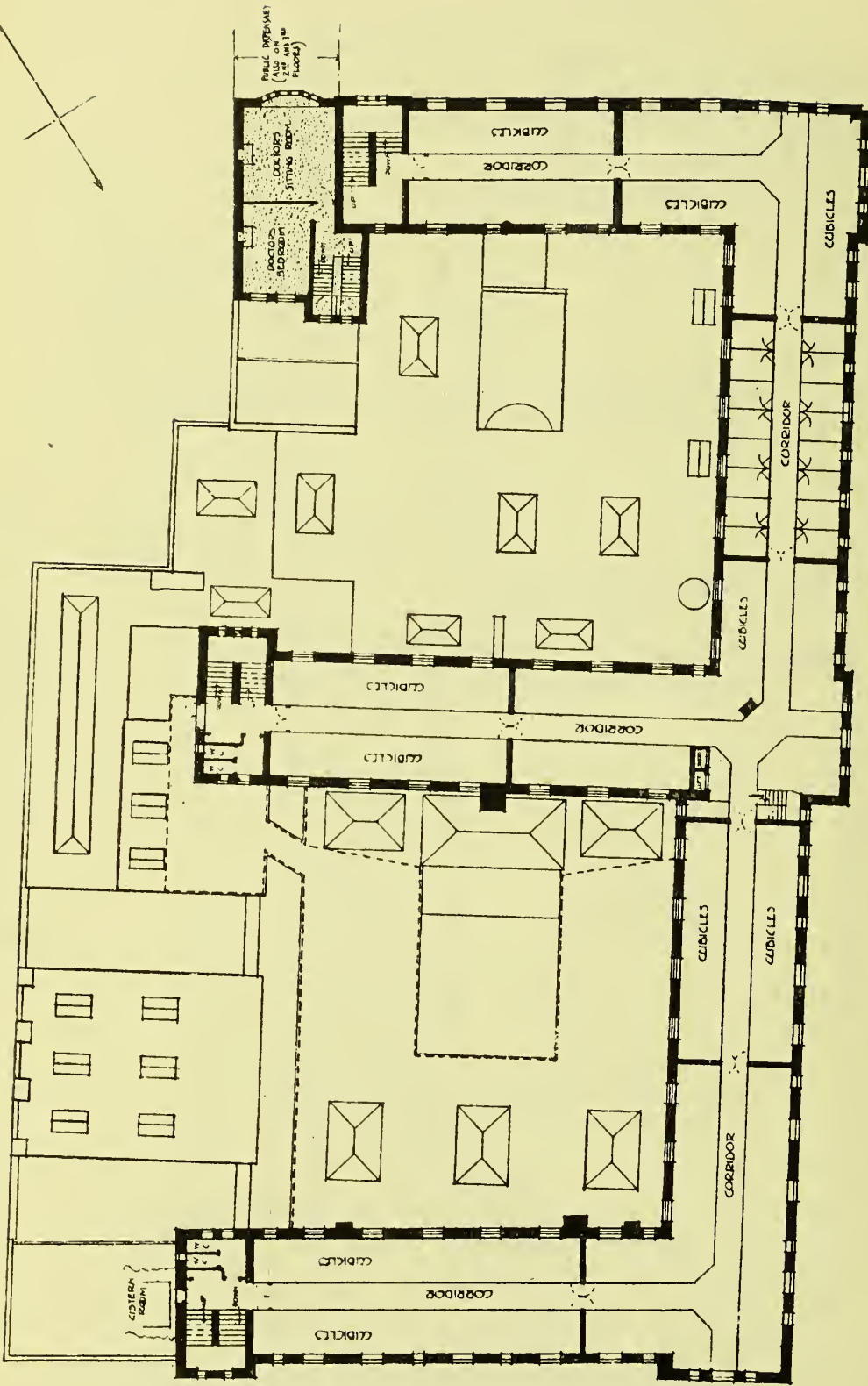


GROUND FLOOR PLAN  
KEMBLE  
Scale of 10 feet  
STREET

W. B. Riley  
SUPERINTENDING ARCHITECT

BRUCE HOUSE, CLARE MARKET.





FIRST FLOOR PLAN



*W. P. Riley*  
SUPERINTENDING ARCHITECT

BRUCE HOUSE, CLARE MARKET.





BRUCE HOUSE—VESTIBULE.



BRUCE HOUSE—LAVATORY.



# APPENDIX I.

Particulars of schemes undertaken and completed by the Metropolitan Board of Works under the *Artisans Dwellings Acts*, 1875 to 1882.

Name and date of scheme.	Number of persons of the working classes displaced.	Number of persons required to be re-housed.	Number of persons provided for.	Size of area in acres. About	Net cost of the scheme.	Remarks.
1. Whitechapel and Limehouse, 1876	3,669	3,669	3,666	5.14	£ 151,763	Dwellings sites sold to Peabody Trustees and Messrs. Rothschild and others.
2. Goulston-street and Flower-and-Dean-street, Whitechapel, 1877	4,004	3,293	3,972	7.21	279,491	Dwellings sites sold to East-end Dwellings Company and Messrs. Rothschild and others.
3. St. George-the-Martyr, Southwark, 1877	1,266	926	2,002	2.09	52,443	Dwellings sites sold to Improved Industrial Dwellings Company and others.
4. Bedfordbury, St. Martin-in-the-Fields and Strand, 1877	867	817	724	1.02	75,511	Dwellings sites sold to Peabody Trustees.
5. Great Wild-street, St. Giles-in-the-Fields, 1877	1,913	1,939	1,616	1.65	125,650	Do. do.
6. Pear-tree-court, Clerkenwell, 1877	410	410	596	.82	20,870	Do. do.
7. Whitecross-street, St. Luke, 1877	3,687	3,631	3,930	7.11	314,943	Do. do. and Costermongers' Committee. The ground sold to the latter was afterwards re-purchased.*
8. High-street, Islington, 1877	547	515	798	1.02	38,187	Dwellings sites sold to Improved Industrial Dwellings Company.
9. Old Pye-street, Westminster, 1877	1,375	1,356	1,722	2.46	49,896	Dwellings sites sold to Peabody Trustees.
10. Bowman's-buildings, Marylebone, 1878	806	750	1,596	1.79	36,410	Dwellings sites sold to Improved Industrial Dwellings Company and others.
11. Essex-road, Islington, 1878	1,796	3,135	3,422	5.03	97,899	Dwellings sites sold to Peabody Trustees and others.
12. Little Coram-street, St. Giles and St. Pancras, 1879	645	858	900	1.44	13,487	Carried out by Peabody Trustees, except as to street improvements.
13. Wells-street, Poplar, 1879	1,029	1,030	2,304	3.48	64,119	Dwellings sites sold to Mr. Hartnoll.
14. Great Peter-street, Westminster, 1879	179	180	416	.34	213	Carried out by Peabody Trustees, except as to street improvements.
15. Windmill-row, New-cut, Lambeth, 1883	459	459	400	.54	9,779	Dwellings sites sold to Mr. Hartnoll.
16. Tabard-street, Newington, 1884	220	220	288	.59	8,229	Dwellings sites sold to Mr. Goodwin.
Totals	22,872	23,188	28,352	41.73	1,318,890	

# APPENDIX II.

*Particulars of schemes undertaken by the Metropolitan Board of Works and completed by the Council under the Artisans Dwellings and the Housing of the Working Classes Acts, 1875 to 1890.*

Name and date of scheme.	Number of persons displaced.	Number of persons required to be re-housed.	Number of persons provided for.	Size of area in acres.	Net cost of scheme.	Housing value of sites retained for re-housing. (c)	Cost of buildings, including incidentals. (c)
1. Tench-street, St. George-in-the-East, 1883	1,284	1,284 (a)	(a)	2.73	£ 51,991	£ —	£ —
2. Brook-street, Limehouse, 1883 ..	562	281	308	1.29	19,807	1,800	15,314
3. Trafalgar-road, Greenwich, 1883 ..	378	190	306	.91	17,676	1,000	12,299
4. Hughes-fields, Deptford, 1884 ..	1,786	893	{ 666 } 240 (b)	6.96	77,905	3,720 (d)	35,756 (d)
5. Cable-street, Shadwell, 1886 ..	970	485	798	1.98	41,235	3,660	37,592
6. Shelton-street, St. Giles, 1886 ..	1,208	608	629	1.64	68,209	8,850 (e)	42,452 (e)
Totals .. ..	6,188	3,741	2,947	15.51	276,823	19,030	143,413

(a) The Metropolitan Improvements Act, 1889, remitted the re-housing obligation and allowed the land to be used as an open space. The number is, therefore, not included in the total. (b) Provided by Provident Association. (c) The interest and sinking fund charges on these amounts are met out of the rents. (d) These figures relate only to the dwellings erected by the Council. (e) Including Parker-street lodging-house.



# APPENDIX III.

Particulars of schemes undertaken, or being undertaken, by the Council under Part I. of the Housing of the Working Classes Act, 1890.

Name and date of scheme.	Number of persons displaced or to be displaced.	Number of persons required to be re-housed.	Number of persons provided, or proposed to be provided, for.	Size of area in acres.	Actual or estimated net cost of scheme, after deducting proceeds of sales, value of surplus land and housing value of sites (a).	Housing value of sites for re-housing (b).	Actual or estimated cost of buildings, including incidentals (b).
<i>Completed schemes.</i>							
1. Boundary-street, Bethnal-green (c) 1890	5,719	4,700	5,524	14·85	£ 267,989(d)	£ 63,010(e)	£ 282,655
2. Churchway, St. Pancras, 1895 ..	1,095	580	832	1·98	32,062	8,550	39,127
3. Clare-market, Strand, 1895 ..	3,172	2,250	2,286	5·23	60,139	19,107	102,535
4. Garden-row, Roby-street, Baltic-street, Honduras-street, St. Luke, 1899	1,193	1,193	1,216	2·62	90,633	13,000	55,588
5. Webber-row and Wellington-place and King's Bench-walk, Southwark, 1899	997	903	1,143	5·16	66,739	9,750	43,041
6. Aylesbury-place, Clerkenwell, and Union-buildings, Holborn, 1899	1,402	1,414	1,424	2·76	155,174	16,170	82,756
7. Burford's-court, Tucker's-court, and Favonia-street, Poplar, 1899	269	269	269	·89	9,619	1,434(f)	11,413
8. Nightingale-street, St. Marylebone, 1899	576	576	630	·88	Cost of scheme borne, and new buildings erected, by Lord Portman.		
9. Providence-place, Poplar, 1901 ..	361	400 (g)	None	·87	11,107	—	—
<i>Scheme in progress.</i>							
10. Tabard-street, Grotto-place and Crosby-row, Southwark 1910	4,552	2,580	2,580	17	389,900(h)	Not yet fixed	129,175
Totals .. ..	19,336	14,865	15,904	52·24	1,083,362	131,021	746,290

(a) To 30th September, 1912. (b) The interest and sinking fund charges on these amounts are met out of the rents. (c) Including Goldsmith's-row site dealt with in connection with Boundary-street scheme. (d) Including £3,795 for Goldsmith's-row. (e) Including £1,000 for Goldsmith's-row. (f) Land for re-housing purposes was transferred from Blackwall-tunnel at a price of £5,450 and charged to the dwellings account at the same value. The dwellings erected were only partly required for the scheme and the charge for site to the dwellings account in respect of the scheme was only £1,434. Account, however, has had to be taken of the figure of £5,450 in arriving at the net cost (£9,619) set out in previous column. (g) Obligation to re-house remitted by Local Government Board. (h) Excluding the cost (estimated at £4,800) of laying out the open space.

# APPENDIX IV.

*Particulars of schemes undertaken, or being undertaken, by the Council or by the local authorities under Part II. of the Housing of the Working Classes Act, 1890.*

Name and date of scheme.	Number of persons displaced.	Number of persons required to be re-housed.	Number of persons provided, or proposed to be provided, for.	Size of area in acres.	Actual or estimated net cost of scheme.	Local authority.	Contribution by local authority or by Council.	Housing value of sites for re-housing. (a)	Cost of buildings, including incidentals. (a).
<i>Executed by the Council.</i>									
1. Brooke's-market, Holborn, 1891	55	60	60	.54	£ 8,072	Holborn District Board	£ 3,000	£ 750	£ 3,017
2. Mill-lane, Deptford, 1892	715	550	947	1.98	19,644	Greenwich District Board	10,478	3,200 (b)	59,990 (b)
3. Ann-street, Poplar, 1893	261	180	630	.75	8,754	Poplar District Board	4,400	2,260	23,812
4. Falcon-court, Borough, 1895	824	500	579	1.49	17,747	Vestry of St. George-the-Martyr, Southwark	7,750	7,100	37,021
<i>Executed by local authorities.</i>									
5. Green-street, Southwark, 1891	368	216	418	.53	4,805	Do.	1,569	3,860	21,075
6. Gun-street (now Boyfield-street), Southwark, 1891	190	102 (c)	None.	.50	7,974	Vestry of Islington . .	3,987	—	—
7. Norfolk-square, Islington, 1892	533	520	586	1.65	21,167	Vestry of Shoreditch	27,500	24,701	37,650
8. Moira-place and Plumber's-place, Shoreditch, 1893									



Name and date of scheme.	Number of persons displaced.	Number of persons required to be re-housed.	Number of persons provided, or proposed to be provided, for.	Size of area in acres.	Actual or estimated net cost of scheme.	Local authority.	Contribution by local authority or by Council.	Housing value of sites for re-housing. (a)	Cost of buildings, including incidentals. (a).
9. London-terrace, St. George-in-the-East, 1892	100	None.	None.	·27	1,365	Vestry of St. George-in-the-East	682	—	—
10. Queen Catherine-court, Ratcliff, 1893	133	108	128	·31	5,574 (d)	Limehouse District Board	2,787	750	5,978
11. King John's-court Lime-house, 1897	49	56	132	·21	12,858 (e)	Do.	6,429	1,200	6,397
12. Fulford-street and Brad-don-street, Rotherhithe 1897	550	980	980	1·48	33,748	Vestry of Rotherhithe	14,560	2,800	45,911
13. Brantome-place, St. Pancras, 1896	1,165	1,104	1,106	1·98	27,950	Vestry of St. Pancras	15,600	12,600	60,358
14. Prospect-terrace, St. Pancras, 1896									
15. Chapel-grove, St. Pancras, 1898									
16. Eastnor-place, St. Pancras, 1898	690	500	500	1·75	42,194	Do.	One-third of net cost (proposed by Secretary of State, but not yet fixed)	Schemes in abeyance.	
Totals	5,633	4,876	6,066	13·44	211,852		98,742	59,221	301,209

(a) In the case of buildings erected by the Council the interest and sinking fund charges on these amounts are met out of the rents.

(c) Obligation to re-house remitted by Local Government Board.

(b) Including Carrington House.

(d) Council's contribution based on this figure, £107 for preliminary costs being excluded.

(e) Council's

# APPENDIX V.

Particulars of schemes undertaken, or being undertaken, by the Council under Part III. of the Housing of the Working Classes Act, 1890.

Name of Scheme.	Size of area in acres.	Number of persons of the working class provided, or being provided, for.	Total number of persons of the working class to be provided for.	Actual or estimated cost.		
				Land and road works (if any).	Buildings.	Total.
1. Dufferin-street .. .. .	—	174	174	£ 1,900	£ 4,715	£ 6,615
2. Parker-street House .. .. .	These are Particulars of the dwellings erected in order with the Falcon-court scheme, and particulars are given in Appendix IV.	only nominally are given on p. 97.	under Part III.			
3. Carrington House .. .. .		418	418	3,860	21,075	24,935
4. Green-street and Boyfield-street .. .. .						
5. Borough-road and Green-street .. .. .						
6. Millbank (Mulready-buildings) .. .. .		230(a)	230(a)	2,412(a)	10,540(a)	12,952(a)
7. No. 97, Southwark-street (Holmwood-buildings) .. .. .	—	72	72	450	4,778	5,228
8. Totterdown-fields .. .. .	38.75	8,788	8,788	79,633	318,798(b)	398,431(b)
9. White Hart-lane .. .. .	177(c)	6,922	19,722	151,070 (d)	564,372(e)	715,442(d)(e)
10. Norbury .. .. .	28.5	3,482	5,544	43,394	179,641(f)	223,035(f)
11. Caledonian-estate .. .. .	2	1,384	1,384	15,764	53,192	68,956
12. Wedmore-street .. .. .	1.25	1,050	1,050	11,819	46,060	57,879
13. Brixton-hill .. .. .	1	718	718	7,154	27,968	35,122
14. Old Oak .. .. .	46.5	2,025	8,033	69,268	259,294(g)	328,562(g)
15. Hughes-fields (Raleigh-buildings and Benbow-buildings) .. .. .	.75	440	440	855	16,375	17,230
Totals .. .. .	296.25	25,703	46,573	387,579	1,506,808	1,894,387

(a) These figures relate to the portion of the estate eventually appropriated for Part III. purposes (see p. 68). The accommodation provided on the whole estate was for 4,430 persons and the cost was: Land and road works £41,410; buildings, £203,015; total, £244,425. (b) Including the cost of administrative buildings and 4 shops. (c) This is the total area which the Council has decided to retain for development. Of this the Lordship-lane frontage (5½ acres) is reserved for the erection of shops, and it is proposed to develop a substantial proportion for better class property. The figures in the subsequent columns relate to the development of about 110 acres only for the working classes, of which 3½ acres are laid out as an estate garden. (d) Including £4,463 for laying out estate garden. (e) Including £4,500 for administrative buildings and a meeting hall for the tenants. (f) Including the cost of 6 shops. (g) Including the cost of 30 shops.



# APPENDIX VI.

*Particulars of accommodation compulsorily provided by the Council for the working classes in place of that destroyed in connection with bridges, tunnels, street widenings, etc.*

Name and date of improvement, etc.	Number of persons displaced.	Number of persons provided for.	Names of dwellings or estate in which accommodation was provided.
Battersea-bridge, 1884 .. .. .	190	286	Battersea-bridge
Blackwall-tunnel, 1888 .. .. .	1,210	1,464	Westview, Armitage, Collerston and Idenden cottages; Council and Cotton-street dwellings
Long-lane and Tabard-street, 1897 .. .. .	291	400	Barnaby (part), Leroy-street
York-road, Battersea, 1898 .. .. .	218		
Battersea-rise, 1900 .. .. .	27	536	Durham, York-road
Red Lion-street to Tooting High-street, 1901 .. .. .	189		
Kingsway and Aldwych, 1899 .. .. .	3,700	3,798	Duke's-court, York-street, Herbrand-street and Bruce house; Bourne (part) and Millbank (part) estates
Rotherhithe-tunnel, 1900 .. .. .	2,773	1,990(a)	Swan-lane, Brightlingsea and Bekesbourne
Westminster improvement, 1900 .. .. .	2,242	2,368	Millbank-estate (part)
Mare-street, 1900 .. .. .	526	606	Darcy and Valette, Hackney
Nine Elms-lane, 1900 .. .. .	69	236	Wandsworth-road (part)
St. John-street, 1900 .. .. .			
Goswell-road, 1900 .. .. .	157	157	Bourne-estate (part)
Central-street, 1901 .. .. .	223	223	Bourne-estate (part)
High-street, Fulham, and Fulham-palace-road, 1902 .. .. .	215	220	Bearcroft, New Kings-road
Greenwich electricity generating station and tramways, 1902 .. .. .	214	220	Hughes-fields
Totals .. .. .	12,244	12,504	

(a) Reduced by Local Government Board from 2,842.

## APPENDIX VII.

*Accommodation provided in all the Council's dwellings open on 31st March, 1912.*

Dwellings.	District.	Number of tenements of					Total tenements.	Total rooms.	Number of persons provided for.	Other accommodation.
		1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.				
Ann-street-dwellings..	Poplar ..	—	90	45	—	—	135	315	630	
Barnaby-buildings ..	Bermondsey ..	—	40	40	—	—	80	200	400	12 sheds.
Battersea-bridge-buildings ..	Battersea ..	10	44	15	—	—	69	143	286	
Bearcroft-buildings ..	Fulham ..	—	10	30	—	—	40	110	220	
Bekesbourne-buildings ..	Stepney ..	—	45	20	10	—	75	190	380	
Borough-road-dwellings ..	Southwark ..	—	52	32	—	—	84	200	400	
Boundary-street-estate ..	Bethnal-green and Shoreditch	15	533	388	98	10(a)	1,044	2,690	5,380	18 shops, 77 work-shops, 8 sheds, 15 cupboards.
Bourne-estate.. ..	Holborn ..	16	306	167	48	—	537	1,321	2,642	23 shops, 50 sheds.
Brightlingsea-buildings ..	Stepney ..	5	20	35	5	—	65	170	340	
Briscoe-buildings ..	Lambeth ..	—	10	73	30	—	113	359	718	10 sheds.
Brook-street-dwellings ..	Stepney ..	—	20	38	—	—	58	154	308	
Bruce-house .. ..	Westminster ..	708	(cubicles)	60	—	—	180	398	798	3 shops.
Cable-street-dwellings ..	Stepney ..	22(b)	98	60	—	—	272	692	1,384	
Caledonian-estate ..	Islington ..	6	116	146	4	—	136	360	720	3 shops.
Carrington-house ..	Deptford ..	803	(cubicles)	68	10	—	180	416	832	19 shops.
Chadworth-buildings..	Finsbury ..	—	58	—	—	—	60	139	279	
Churchway-estate ..	St. Pancras ..	2	124	50	4	—	70	180	360	
Cobham-buildings ..	Southwark ..	1(b)	39	20	—	—	50	120	240	
Cotton-street-dwellings ..	Poplar ..	—	30	40	—	—	12	30	60	
Council-buildings ..	Poplar ..	—	30	20	—	—	40	95	190	
Cranley-buildings ..	Holborn ..	—	6	6	—	—	56	87	174	12 stables, 12 sheds.
Darcy-buildings ..	Hackney ..	—	25	15	—	—	130	305	610	
Dufferin-street-dwellings ..	Finsbury ..	29	23	4	—	—	108	268	536	
Duke's-court-dwellings ..	Westminster ..	10	75	35	10	—	78	232	464	
Durham-buildings ..	Battersea ..	—	56	52	—	—	25	72	144	
East Greenwich-cottages ..	Greenwich ..	—	30	20	28	—	—	—	—	
Goldsmith's-row-cottages ..	Shoreditch ..	—	8	12	5	—	—	—	—	



Dwellings.	District.	Number of tenements of					Total tenements.	Total rooms.	Number of persons provided for.	Other accommodation.
		1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.				
Green-street and Boyfield-street dwellings	Southwark	13	71	18	—	—	102	209	418	8 sheds.
Hardy-cottages	Greenwich	—	—	51	—	—	51	153	306	
Herbrand-street-dwellings	Holborn	20	100	40	—	—	160	340	680	28 sheds.
Holmwood-buildings	Southwark	—	12	4	—	—	16	36	72	
Hughes-fields-cottages	Greenwich	—	71	61	2	—	134	333	666	2 cupboards.
Hughes-fields-dwellings	Deptford and Greenwich	—	38	74	8	—	120	330	660	
Idenden-cottages	Greenwich	—	—	—	50	—	50	200	400	
Mallory-buildings	Finsbury	1	15	17	—	—	33	82	164	5 shops.
Millbank-estate	Westminster	2	484	392	16	1	895	2,215	4,430	60 sheds.
Norbury-estate	Croydon	—	—	224(c)	177	48	449	1,705(g)	3,325	2 shops.
Old Oak-estate	Hammersmith	—	10	22(k)	14	6	52	173	345	5 sheds, 1 cupboard
Parker-street-house	Holborn	345	(cubicles)	—	—	—	—	—	345	2 shops.
Peston's-road-estate	Poplar	—	140	124	—	—	264	652	1,304	
Shelton-street-dwellings	Holborn	3	45	11	4	—	63	142	284	20 workshops.
Swan-lane-dwellings	Bermondsey	—	135	115	5	—	255	635	1,270	
Sylva-cottages	Deptford	—	—	24	—	—	24	72	144	
Totterdown-fields-estate	Wandsworth	—	48	833(d)	205	175	1,261	4,498(g)	8,788	4 shops.
Union-buildings	Holborn	15	69	96	46	1	227	630	1,260	15 shops, 14 sheds
Valette-buildings	Hackney	—	39	34	7	—	80	208	416	
Wandsworth-road-dwellings	Lambeth	3	17	27	—	—	47	118	236	
Webber-row-estate	Southwark	3	93	116	8 (e)	—	220	574	1,143	10 shops.
Wenlake-buildings	Finsbury	—	25	46	15	—	86	248	496	
Wessex-buildings	Islington	5	140	80	—	—	225	525	1,050	
White Hart-lane-estate	Tottenham and Wood Green	—	—	224	273(f)	236	733	2,945(g)	5,889	
York-street-dwellings	Westminster	10	30	35	5	—	80	195	390	
Totals	..	2,047 b) (h)	3,470	4,099 (i)	1,087 (j)	477 (a)	11,180 (h)	26,464	53,487	104 shops, 97 workshops, 12 stables, 207 sheds, 18 cupboards.

(a) Three contain six rooms and accommodate twelve persons.

(b) Some contain bed recesses and are reckoned as accommodating three persons.

(c) 85 contain a small additional room and are reckoned as accommodating seven persons.

(d) 208 contain a small additional room and are reckoned as accommodating seven persons.

(e) Five contain a small additional room and are reckoned as accommodating nine persons.

(f) One contains a small additional room and is reckoned as accommodating nine persons.

(g) Omitting kitchen sculleries.

(h) Including 1,856 cubicles.

(i) Including 294 with a small additional room.

(j) Including six with a small additional room.

(k) One contains a small additional room and is reckoned as accommodating seven persons.

*Rents charged at the Council's dwellings*

Dwellings.	District.	Weekly rent of tenements.					Gross annual rent on 31st March, 1912.
		1 room.	2 rooms.	3 rooms.	3 rooms with small additional bedroom.	4 rooms.	5 rooms.
Ann-street-dwellings..	Poplar	..	5/- to 6/-	6/6 to 7/6	..	..	£ s. d. 2,129 8 -
Barnaby-buildings ..	Bermondsey	..	5/6 & 6/-	7/6 & 8/-	..	..	1,427 8 -
Battersea-bridge-buildings ..	Battersea	4/-	4/9 to 5/6	6/3 to 7/-	..	..	963 6 -(a)(l)
Bearcroft-buildings ..	Fulham	..	5/9 to 7/-	8/6 to 9/6	..	..	876 17 -(b)
Bekesbourne-buildings ..	Stepney	..	5/- to 6/-	6/6 to 7/6	..	8/- & 8/6	1,240 4 -
Borough-road-dwellings ..	Southwark	..	6/6 to 8/-	9/6 & 10/-	..	..	1,864 4 -
Boundary-street-estate ..	Bethnal-green and Shoreditch	3/- to 4/-	5/- to 8/-	7/- to 10/6	..	9/- to 13/-	23,024 17 -(b)(c)
Bourne-estate (inc. shops)	Holborn	4/6 to 6/-	7/6 to 8/6	9/6 to 11/-	..	11/- to 13/-	13,384 10 -(b)
Brightlingsea-buildings ..	Stepney	3/6 & 4/-	5/- & 5/6	6/6 to 7/6	..	8/- & 8/6	1,082 18 -
Briscoe-buildings ..	Lambeth	..	6/6 & 7/-	7/6 to 8/6	..	10/- to 11/6	2,527 4 -(b)
Brook-street-dwellings ..	Stepney	..	5/6	7/- to 8/-	..	..	1,014 - -
Bruce-house (including shops)	Westminster	Cubicles at 6d., 7d., and 1s., and bedrooms at 1s. 2d. a night.	..	..	..	..	7,709 14 2
Cable-street-dwellings ..	Stepney	4/6 & 5/-	5/6 to 6/6	7/6	..	..	2,955 4 -
Caledonian-estate ..	Islington	4/6 & 5/-	6/6 to 7/6	8/- to 9/6	..	11/6	5,569 4 -
Carrington-house (inc. shops)	Deptford	Cubicles at 6d. and 1s. a night	..	..	..	..	7,704 13 5
Chadworth-bldgs. (inc. shops)	Finsbury	..	6/- to 7/-	8/- to 9/-	..	10/- to 11/-	3,393 10 -
Churchway-dwellings ..	St. Pancras	4/6 & 5/-	7/- to 8/-	9/6 to 10/6	..	11/6	3,893 10 -
Cobham-buildings ..	Southwark	..	6/- & 6/6	8/6 & 9/-	..	..	1,128 8 -
Cotton-street-dwellings ..	Poplar	..	5/6	7/- to 8/-	..	..	1,184 6 -
Council-buildings ..	Poplar	..	5/- to 5/9	7/- & 7/6	..	..	796 18 -
Cranley-buildings ..	Holborn	..	8/-	10/6	..	..	288 12 -
Darcy-buildings ..	Hackney	..	6/- & 6/6	7/6 to 8/6	..	..	741 - -
Dufferin-street-dwellings ..	Finsbury	2/3 to 2/9	4/6 to 5/-	6/6 & 7/-	..	..	629 4 -(b)(d)
Duke's-court-dwellings ..	Westminster	4/-	6/6	8/6	..	10/6	2,418 - -
Durham-buildings ..	Battersea	..	3/6 to 4/9	4/9 to 5/6	..	..	1,344 4 -(a)
East Greenwich-cottages ..	Greenwich	..	5/-	6/- & 6/6	..	8/- & 8/6	1,307 16 -



Dwellings.	District.	Weekly rent of tenements.					Gross annual rent on 31st March, 1912.	
		1 room.	2 rooms.	3 rooms.	3 rooms with small additional bedroom.	4 rooms.		5 rooms.
Goldsmith's-row-cottages ..	Shoreditch ..	..	5/6	7/6 to 8/6	..	10/-	..	482 19 -
Green-street and Boyfield-st. (late Gun-street) dwellings ..	Southwark ..	4/6 & 5/-	6/6 & 7/-	8/6	..	..	..	1,783 12 -(b)
Hardy-cottages ..	Greenwich ..	..	..	6/- to 7/-	..	..	..	876 4 -
Herbrand-street-dwellings ..	Holborn ..	3/6 & 4/-	6/- & 6/6	8/- & 8/6	..	..	..	2,767 14 -(b)
Holmwood-buildings ..	Southwark ..	..	8/- & 9/-	11/6	..	..	..	386 2 -
Hughes-fields-cottages ..	Greenwich ..	..	5/- & 5/6	6/- to 6/6	..	7/-	..	2,044 18 -(e)
Idenden cottages ..	Greenwich ..	..	..	..	..	3/6 & 9/-	..	1,131 -
Mallory-buildings (inc. shops)	Holborn ..	5/-	6/- to 7/-	8/6 to 9/6	..	..	..	910 16 -
Millbank-estate ..	Westminster ..	4/6 & 5/-	6/- to 8/6	8/- to 10/6	..	12/- to 13/-	12/6	18,922 16 -(b)(e)
Norbury-estate (inc. shops) ..	Croydon ..	..	..	7/- to 8/6	8/6	8/6 to 10/6	10/6 to 11/6	10,490 14 -
Old Oak-estate ..	Hammersmith ..	..	4/6 & 5/-	6/6 to 7/6	..	8/6 to 10/6	12/-	1,067 6 -(g)
Parker-st.-house (inc. shops)	Holborn ..	Cubicles at 6d. a night	..	..	..	..	..	3,268 1 7
Preston's-road-estate ..	Poplar ..	..	4/6 & 5/-	6/6 to 8/-	..	..	..	3,983 4 -
Raleigh, Drake and Benbow- buildings (Hughes-fields- dwellings)	Greenwich and Deptford ..	..	5/- & 5/6	6/- & 6/6	..	7/- & 7/6	..	1,913 3 4
Shelton-street-dwellings ..	Holborn ..	5/-	6/6 to 8/-	9/6	..	11/- & 11/6	..	1,554 16 -(f)
Swan-lane-dwellings ..	Bermondsey ..	..	4/6 to 5/6	6/6 to 8/-	..	3/- to 9/-	..	4,108 -
Sylva-cottages ..	Deptford ..	..	..	7/6	..	..	..	468 -
Totterdown-fields-estate (in- cluding shops)	Wandsworth ..	..	6/6	6/6 to 9/-	9/- & 10/-	9/- to 11/-	10/6 to 13/6	29,341 4 -
Union-buildings (inc. shops)	Holborn ..	4/6 & 5/-	7/- to 8/-	9/- to 10/-	..	10/6 to 11/6	12/-	6,013 12 8(b)
Valette-buildings ..	Hackney ..	..	6/6 & 7/-	8/6 & 9/-	..	10/6	..	1,675 14 -
Wandsworth-road-dwellings ..	Lambeth ..	5/6	6/- & 6/6	8/- & 8/6	..	..	..	919 2 -
Webber-row-estate (inc. shops)	Southwark ..	5/-	5/6 to 7/6	8/- to 10/-	..	9/-	11/6	4,906 8 -
Wenlake-buildings ..	Finsbury ..	..	6/6 & 7/-	8/6 & 9/-	..	10/- & 10/6	..	1,920 2 -
Wessex-buildings ..	Islington ..	4/- & 4/6	5/6 to 7/-	8/- to 9/-	..	..	..	4,141 16 -
White Hart-lane-estate ....	Tottenham & Wood Green ..	..	..	6/6 to 8/-	..	8/3 to 8/9	9/3 to 13/-	17,461 12 -
York-street-dwellings ..	Westminster ..	4/6	6/6	8/6	..	10/6	..	1,519 6 -
								£214,657 2 2

(a) At these buildings the local rates are paid by the tenants.

(b) There are a number of sheds let at rents varying from 3d. to 1s. a week.

(c) The rents a week of six roomed tenements are 12s. 6d., of workshops from 3s. 6d. to 6s. 6d., and of cupboards 3d.

(d) There are twelve stables at rents of 1s. 6d. a week.

(e) There are some cupboards at rents of 3d. a week.

(f) There are workshops at rents varying from 4s. 6d. to 6s. a week.

(g) Although this accommodation was not actually available on 31st March, 1912, it was available so soon after that date that it has been thought well to include it.

## APPENDIX IX.

*Accommodation provided in the Council's dwellings, and the gross annual rent on 31st March, 1892, and each subsequent year.*

Year.	Tenements.	Rooms.	Cubicles.	Persons provided for.	Gross Annual rent.		
					£	s.	d.
1892 ..	56	87	—	174	629	4	0
1893 ..	56	87	324	498	3,577	12	0
1894 ..	56	87	324	498	3,577	12	0
1895 ..	358	871	324	2,066	8,119	11	8
1896 ..	602	1,485	324	3,294	12,910	1	8
1897 ..	984	2,603	324	5,530	22,020	9	8
1898 ..	1,263	3,261	324	6,846	27,943	5	8
1899 ..	1,355	3,525	324	7,374	30,062	5	8
1900 ..	1,523	3,966	324	8,256	33,832	5	8
1901 ..	2,346	5,936	324	12,196	51,241	17	8
1902 ..	2,951	7,368	324	15,060	62,780	8	8
1903 ..	3,881	9,552	324	19,428	81,087	19	8
1904 ..	4,666	11,661	1,147	24,469	103,090	10	2
1905 ..	5,929	15,098	1,147	31,343	129,129	12	6
1906 ..	6,326	16,352	1,147	33,853	136,315	7	6
1907 ..	7,474	19,879	1,845	41,648	166,949	10	10
1908 ..	7,880	21,085	1,845	44,060	177,487	14	7
1909 ..	8,196	22,210	1,845	46,310	186,096	13	7
1910 ..	8,539	23,578	1,846	49,003	194,019	15	0
1911 ..	8,947	25,006	1,849	51,856	207,340	17	4
1912 ..	9,272	26,291	1,856	54,130	213,589	16	2



## APPENDIX X.

*Occupations of those persons who in March, 1912, were tenants of the Council's dwellings.*

Nature of occupation.	Number.	Nature of occupation.	Number.
Agent and commercial traveller	..	Commissionaire	..
Artist and draughtsman	..	Compositor	..
Attendant..	..	Cook	52
Baker and confectioner..	..	Costermonger	124
Barman ..	..	Cutter	80
Basket and brush maker	..	Distemperer and paperhanger	24
Boilermaker	..	Domestic servant	25
Bookbinder	..	Dressmaker	20
Bootmaker	..	Electrician	26
Boxmaker..	..	Engine and crane driver	93
Brass finisher	..	Engineer ..	76
Bricklayer, mason and plasterer	..	Engraver ..	43
Butcher ..	..	Farrier ..	115
Butler and servant	..	Fireman ..	13
Cabdriver and chauffeur	..	Fitter and plumber	37
Cabinet maker ..	..	Florist	42
Carman, carrier and coachman	..	Flusher and sewerman	131
Carpenter and joiner	..	Foreman ...	14
Carpet planner	..	Furrier ..	10
Cellarman	..	Gardener and park keeper	75
Charwoman and cleaner	..	General dealer and hawker	11
Checker ..	..	Glazier and glassworker	24
Chemist and analyst	..	Hairdresser	48
Cigar and cigarette maker	..	Hat and cap maker	22
Clergyman and churchworker	..	Horsekeeper	37
Clerk ..	..	Housekeeper	32
Coachbuilder	..		38
Collector ..	..		48
		Carried forward	3,756

Nature of occupation.		Number.	Nature of occupation,		Number.
Inspector ..	Carried forward	3756	Salesman ..	..	286
Instrument maker ..	..	47	Sawyer ..	..	17
Jeweller ..	..	52	Seaman and coastguard ..	..	145
Journalist ..	..	11	Shipwright ..	..	19
Labourer ..	..	16	Silversmith and goldsmith ..	..	31
Lampighter ..	..	549	Soldier ..	..	15
Laundry worker ..	..	17	Sorter ..	..	56
Leather worker ..	..	13	Steward ..	..	20
Lighterman ..	..	46	Stevodore ..	..	38
Machinist ..	..	42	Stoker ..	..	58
Manager and manageress ..	..	71	Storekeeper ..	..	43
Mechanic ..	..	31	Superintendent and caretaker ..	..	63
Messenger ..	..	26	Tailor and tailoress ..	..	205
Metal worker ..	..	69	Teacher ..	..	43
Milkman and dairyman ..	..	39	Theatre worker ..	..	21
Miscellaneous ..	..	18	Timekeeper ..	..	22
Musician and artiste ..	..	511	Tinsmith ..	..	22
Newsagent ..	..	30	Turner ..	..	28
Nurse ..	..	18	Umbrella and stickmaker ..	..	12
Omnibus and motor driver ..	..	34	Upholsterer ..	..	29
" " conductor ..	..	204	Waiter and valet ..	..	125
Packer ..	..	111	Waitress ..	..	11
Painter and decorator ..	..	115	Warehouseman ..	..	194
Pensioner ..	..	139	Watchmaker ..	..	15
Platelaye ..	..	73	Watchman ..	..	25
Police constable, sergeant, and detective ..	..	20	Waterman and boatman ..	..	12
Polisher ..	..	349	Wheelwright ..	..	16
Porter ..	..	47	Wireman and linesman ..	..	19
Post office and telegraphist ..	..	339	Woodcarver ..	..	19
Postman ..	..	48			
Railway worker, guard and signalman..	..	127	Total ..	..	8,608
		31			



## APPENDIX XI.

*Number of working class tenements erected or acquired by the City of London Corporation and by metropolitan borough councils up to 31st December, 1911.*

Corporation or metropolitan borough.	Name of dwelling or estate.	Number of houses or block dwellings.	Number of tenements of					Total number of tenements.	Total number of rooms.
			1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms & over.	
Bermondsey	Park-buildings ..	Rehousing. 4 blocks	25	161	45	2	—	—	490
City of London	Petticoat-square-buildings..	5 "	23	176	42	—	—	—	501
	Tower-bridge-buildings ..	1 "	6	8	16	—	—	—	70
	Viaduct-buildings ..	1 "	—	40	—	—	—	—	80
	Flaxman-terrace-dwellings	4 "	—	36	48	—	—	—	216
St. Pancras..	Goldington-buildings ..	1 "	2	2	48	4	—	—	166
	Prospect-terrace-dwellings..	4 "	—	34	36	—	—	—	176
	Britannia-buildings..	1 "	—	15	15	—	—	—	75
Shoreditch ..	Citizen-buildings ..	1 "	—	—	10	—	—	—	30
	Council-buildings ..	1 "	—	6	12	3	—	—	60
	Provost-buildings ..	1 "	—	10	25	—	—	—	95
	Edward Mann-buildings ..	1 "	—	11	14	—	—	—	64
Stepney ..	Potter-buildings ..	2 "	—	15	12	—	—	—	66
	Total rehousing ..	27 "	56	514	323	9	—	—	2,089

Corporation or metropolitan borough.	Name of dwelling or estate.	Number of houses or block dwellings.	Number of tenements of						Total number of tenements.	Total number of rooms.
			1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms & over.		
Battersea ..	Latchmere-estate ..	172 houses	—	—	140	147	28	—	315	1,148
	Town Hall-dwellings ..	18 "	—	8	28	—	—	—	36	100
Camberwell ..	Grove-vale-estate ..	95 "	—	—	86	88	6	1	181	649
	Downes-street-estate ..	4 " (a)	5	6	1	—	1	—	13	25
	Hollington-street-estate ..	31 "	3	49	6	6	1	1	66	154
		165 " (a)	148	156	57	42	1	15	419	894
Chelsea ..	Beaufort-street-estate ..	5 blocks	37	130	95	—	—	—	262	582
	Onslow-dwellings ..	3 "	—	45	63	—	—	—	108	279
	Pond House ..	1 "	—	7	25	—	—	—	32	89
	Grove-dwellings ..	4 "	40	80	—	—	—	—	120	200
City of London ..	Corporation-buildings ..	1 "	—	84	84	12	—	—	180	468
Deptford ..	Knotts-terrace ..	24houses(a)	—	—	—	24	—	—	24	96
Hammersmith ..	Yeldham-buildings ..	3 blocks	—	—	12	12	—	—	24	84
Hampstead..	Park-buildings ..	3 "	—	12	20	10	—	—	42	124
Kensington..	Kenley-street-estate ..	7 houses	—	42	—	—	—	—	42	84
		26 " (a)	—	21	31	—	—	—	52	135
	Hesketh-place and Thomas-place ..	2 "	26	—	—	—	—	—	26	26
St. Marylebone ..	John-street-estate ..	1 block	18	26	8	—	—	—	52	94



Corporation or metropolitan borough.	Name of dwelling or estate.	Number of houses or block dwellings.	Number of tenements of						Total number of tenements.	Total number of rooms.
			1 room.	2 rooms.	3 rooms.	4 rooms.	5 rooms.	6 rooms & over.		
Shoreditch ..	Citizen-buildings (part) ..	—	—	5	—	5	—	—	10	30
Stepney ..	Dorset-street and Brunswick-place ..	7 houses (a)	—	—	—	7	—	—	7	28
Westminster (b) ..	Regency-street-estate ..	3 blocks	45	161	126	12	—	—	344	793
	Marshall-street-estate ..	1 „	—	10	10	—	—	—	20	50
Woolwich ..	Barge House-road-estate ..	25 houses	—	—	—	25	—	—	25	100
	Total housing ..	{ 576 houses 25 blocks	{ 322	842	792	390	37	17	2,400	6,232
	Grand total ..	{ 576 houses 52 blocks	{ 378	1,356	1,115	399	37	17	3,302	8,321

(a) These premises were not built by the authority but were acquired and adapted for housing purposes.

(b) The Westminster City Council manages the St. James' Dwellings Trust, which owns a block of working-class tenements containing 23 one-roomed and 12 two-roomed tenements

# APPENDIX XII.

*Number of working class tenements erected by the principal Trusts and Philanthropic Societies in the County of London up to 31st December, 1911.*

Name of Trust or Society.	Number of tenements of				Total number of tenements.	Total number of rooms.
	1 room.	2 rooms.	3 rooms.	4 rooms.		
Peabody Donation Fund	965	2,713	1,962	116	5,756	12,741
Guinness Trust	502	1,416	619	37	2,574	5,339
Sutton Trust	89	189	160	5	443	967
Lewis Trust	22	150	150	1	323	776
Society for Improving Condition of Labouring Classes	66	32	58	—	156	304
Wells and Campden Charity	21	30	14	—	65	123
Total	1,665	4,530	2,963	159	9,317	20,250



## APPENDIX

*Number of rooms in working-class buildings (excluding common lodging houses) the years 1902 to 1911. The numbers do not include the accommodation in better-*

Corporation or metropolitan borough.	1902.		1903.		1904.		1905.		1906.	
	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.
City of London ..	—	—	—	24	—	—	—	—	—	—
Battersea ..	418	64	410	176	818	60	717	169	91	10
Bermondsey ..	254	608	283	280	567	1,215	1,202	287	31	41
Bethnal Green ..	215	28	382	172	356	319	597	315	218	49
Camberwell ..	284	80	505	—	614	169	754	150	399	173
Chelsea ..	—	322	20	12	—	—	582	305	123	99
Deptford ..	468	20	420	—	149	34	999	16	180	25
Finsbury ..	—	8	—	16	—	12	248	881	82	6
Fulham ..	1,061	—	715	—	1,287	—	1,069	170	422	36
Greenwich ..	531	32	562	124	1,249	253	523	111	765	173
Hackney ..	455	110	431	116	510	125	1,554	279	664	224
Hammersmith ..	322	47	904	86	986	55	1,103	66	1,433	3
Hampstead ..	92	8	—	10	33	6	28	59	131	12
Holborn ..	143	140	540	172	864	177	162	688	7	62
Islington ..	258	—	36	65	29	84	598	186	819	440
Kensington ..	7	8	—	—	3	18	12	104	—	199
Lambeth ..	1,760	788	2,122	604	1,836	139	1,025	1,572	1,152	276
Lewisham ..	3,639	—	4,416	4	2,284	48	2,066	146	2,382	74
Paddington ..	—	—	32	17	—	26	—	38	53	48
Poplar ..	60	69	456	219	698	18	184	352	20	134
St. Marylebone ..	189	—	304	—	36	—	479	144	1,133	199
St. Pancras ..	416	—	11	249	409	4	42	863	—	562
Shoreditch ..	—	243	105	240	39	78	—	152	—	133
Southwark ..	515	256	570	282	465	1,312	808	1,880	1,435	1,640
Stepney ..	269	604	553	780	485	690	1,366	1,463	514	403
Stoke Newington	—	—	486	—	491	—	—	—	42	—
Wandsworth ..	5,748	32	8,906	30	7,465	149	7,484	429	6,964	145
Westminster ..	1,329	624	196	469	792	184	84	733	76	781
Woolwich ..	3,545	110	2,541	284	2,149	423	2,390	210	1,333	240
Totals ..	21,978	4,201	25,906	4,431	24,614	5,598	26,076	11,768	20,469	6,187
Net increase ..	17,777		21,475		19,016		14,308		14,282	

## XIII.

*erected or demolished in the City of London and in each metropolitan borough during class houses which from time to time become occupied by persons of the working class.*

1907.		1908.		1909.		1910.		1911.		Total.		Net increase (+) or decrease (-)
New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	New accommodation.	Accommodation demolished.	
—	—	—	—	—	96	—	10	—	155	—	285	—
84	45	69	24	16	16	22	26	3	—	2,648	590	+
186	65	88	33	24	123	30	148	56	19	2,721	2,819	—
144	155	33	—	373	321	363	75	—	—	2,681	1,434	+
386	19	413	138	186	91	141	32	503	19	4,185	871	+
—	408	7	89	—	230	206	518	—	558	938	2,541	—
119	264	240	47	105	—	85	6	145	18	2,910	430	+
360	183	52	120	6	44	—	135	—	64	748	1,469	—
756	16	383	15	64	119	26	42	61	132	5,844	530	+
500	30	562	24	347	15	352	269	471	132	5,862	1,163	+
498	159	224	35	422	201	426	71	128	48	5,312	1,368	+
507	93	675	14	217	—	493	17	144	209	6,784	590	+
—	16	—	5	25	20	5	9	—	—	314	145	+
—	370	510	191	120	220	—	168	—	73	2,346	2,261	+
191	313	4	121	6	39	794	163	—	33	2,735	1,444	+
255	40	197	39	122	81	259	49	—	114	855	652	+
723	672	390	235	357	974	383	595	87	1,478	9,835	7,833	+
1,648	17	1,077	—	587	37	503	43	269	6	18,871	375	+
33	82	—	20	27	5	—	—	—	24	145	260	—
130	217	165	54	164	28	33	20	78	38	1,988	1,149	+
26	176	96	326	84	377	33	91	—	403	2,380	1,716	+
53	914	266	389	53	126	261	308	288	104	1,799	3,519	—
6	195	84	62	46	19	—	435	597	210	877	1,767	—
1,802	977	529	305	189	203	154	194	422	614	6,889	7,663	—
988	456	300	1,000	92	614	179	195	86	89	4,832	6,294	—
—	8	—	—	—	—	—	—	—	—	1,019	8	+
4,658	80	3,242	186	1,511	33	1,692	48	1,450	106	49,120	1,238	+
129	195	164	298	—	434	24	250	—	231	2,794	4,199	—
996	207	617	191	568	103	486	75	416	92	15,041	1,935	+
15,178	6,372	10,387	3,961	5,711	4,569	6,950	3,992	5,204	4,969	162,473	56,048	+
8,806		6,426		1,142		2,958		235		106,425		



## APPENDIX XIV.

*Summary of the main provisions of the London Building Acts with regard to the erection of working class dwellings.*

Section 13 of the London Building Act, 1894, and section 4 of the London Building Act Amendment Act, 1898, provide that no dwelling house to be inhabited or adapted to be inhabited by persons of the working class shall, without the consent of the Council, be erected or re-erected within a distance of 20 feet and 10 feet from the centre of a carriageway or footway respectively inside the City, and 20 feet from the centre of any other street in the County, to a height exceeding the distance of the front or nearest external wall of such building from the opposite side of such street, and that no building or structure shall be converted into such dwelling house within the distance referred to so as to exceed such height.

Section 41 of the Act of 1894 enacts that the open space required at the rear of new domestic buildings abutting on old streets may be provided above the level of the ceiling of the ground storey or 16 feet above the level of the adjoining pavement, but that this provision shall not apply to dwellings to be inhabited or adapted to be inhabited by persons of the working class.

Section 42 of the Act of 1894 requires plans of working-class dwelling houses to be erected not abutting on a street to be sanctioned by the Council, who may disapprove the plans if not satisfied that the open space for the admission of light and air is equal to that which would be provided if the building abutted on a street formed before 1894.

Section 43 enables existing domestic buildings which do not comply with section 41 to be re-erected after certified plans have been obtained, but this provision does not apply to working-class dwelling houses.

Section 51 enables working-class dwellings to be *re-erected by a local authority* on the same site and of not greater dimensions, notwithstanding the provisions of the Act relating to space about or height of buildings.

## APPENDIX XV.

*Extracts from the evidence given in 1884 by the Earl of Shaftesbury before the Royal Commission on the Housing of the Working Classes.*

“When they began [about 1857] to pull down parts of the houses in Tyndall’s-buildings, Gray’s-Inn-road, the swarms of vermin were so great that . . . the workmen, accustomed to that sort of thing, struck work . . . until fire-engines had been introduced charged with water that destroyed those animals.” (Question 25.)

“Formerly there were a great many long alleys, and when I used to go into them if I stretched out my arms I struck the walls on both sides . . . In those alleys lived from 200 to 300 people, and there was but one accommodation for the whole of that number, and that at the end; . . . one could not even approach that end. . . . We could not possibly go into the rooms at the bottom of the alley, but we were obliged to speak to the people through the windows above.” (Question 31.)

“The air was dreadfully foul. The sun could not penetrate, and there never was any ventilation.” (Question 32.)

“Frying-pan-alley, Holborn, was very narrow, the only necessary accommodation being at the end. In the first house that I turned into there was a single room; the window was very small, and the light came through the door. I saw a young woman there. . . . ‘Look there,’ said she, ‘at that great hole; the landlord will not mend it. I have every night to sit up and watch, or my husband sits up to watch, because that hole is over a common sewer, and the rats come up, sometimes twenty at a time, and if we did not watch for them they would eat the baby up.’ . . . That could not exist now.” (Question 36.)

“I went into a low cellar [in Tyndall’s-buildings] . . . There were a woman and two children there; . . . from a hole in the ceiling there came a long open wooden tube supported by props, and from that flowed all the filth of the house above, right through the place where this woman was living, into the common sewer. . . . I believe much of that sort of thing occurred in London which could not occur now. Again in another place I had heard that there were people living over cesspools. . . . We went there, and in the room there was boarding upon the floor; upon that boarding were living a woman and three children. We lifted up the boarding, and there was the open cesspool . . . not one foot below the surface of the room. . . . It took an hour to clean by means of the machine.” (Question 37.)

“They go into these tenement-houses; they remain there a couple of months or three months; they go out again, and are succeeded by another family; they leave all their filth . . . The other family come in, stay three months, and deposit their filth, and off they go.” (Question 39.)

“There was a famous place called Bermondsey Island. . . . It was a large swamp; a number of people lived there . . . in houses built upon piles [in about 1864] . . . So bad was the



supply of water there that I have positively seen the women drop their buckets into the water over which they were living, and in which was deposited all the filth of the place, that being the only water that they had for every purpose,—washing, drinking, and so on.” (Question 141.)

“In the old times the water was supplied [in London generally] sometimes only once a week, and at other times twice a week. . . In particular courts . . . the water lasted for 20 or 25 minutes. . . . Many of them had to take it home and put it under their beds, where it inhaled all the noxious atmosphere.” (Question 175.)

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